REDDING RIVERFRONT SPECIFIC PLAN

Prepared for:
City of Redding

Prepared by:
Planning Collaborative, Inc.

Supported by:
Economics Research Associates
Pace Engineers

Recommended by Riverfront Committee on July 27, 1987

Recommended by Redding Planning Commission on February 27, 1990

Adopted by Redding City Council on May 1, 1990

Resolution No. 90-212

Amended by Redding City Council on December 15, 1992

Resolution No. 92-483

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I. INTRODUCTION

A. PURPOSE AND SCOPE OF THE PLAN

Few natural features fascinate like a river. And few rivers are as prominent in visual, recreational, ecological, and commercial values as the Sacramento, which flows through the center of Redding.

Yet, in many ways, the City has turned its back on the River. Overgrown River banks inhibit public use and access; parcels which could become major attractions lie vacant along the shoreline; commercial buildings along Park Marina Drive face the street amidst a sea of parking; and a unique, almost magical, riparian landscape surrounding Turtle Bay is used only sporadically by local citizens.

The purpose of the Redding Riverfront Specific Plan is to reintroduce the City to the River by:

(1) creating a long-term vision for 500 acres of public and private land and water along the Sacramento River;

(2) establishing goals, objectives, and policies that guide public and private development and conservation within the study area; and

(3) identifying a range of implementation strategies and techniques to transform the vision for the Riverfront into a reality.

What is a Specific Plan? Specific plans are legal documents intended to execute and implement city and county general plan policies. The requirements are set forth in California Code, Sections 65450 through 65457:

> "The Specific Plan shall include a text and a diagram or diagrams specifying all of the following: 1) distribution, location and extent of the uses of land including open space within the area covered by the Plan; 2) proposed distribution, location, extent and intensity of major components of public and private transportation, sewage, water drainage, solid-waste disposal, energy, and other essential facilities proposed to be located within the area

covered by the Plan and needed to support the land uses described in the Plan; 3) standards and criteria by which development will proceed, and standards for the conservation, development and utilization of natural resources where applicable; and, 4) a program of implementation measures including regulations, programs, public works projects, and finance measures necessary to carry out items 1, 2, and 3."

The Redding Riverfront Specific Plan is organized by major elements and contains all of the background material, goals, objectives, and policies required for consistency with the General Plan. It is an integral working unit, subordinate to the General Plan, that incorporates the General Plan's city-wide goals and its applicable existing policies.

How to Use The Plan. The Specific Plan provides a set of initial actions which the public and private sectors can take to work toward the long-term vision. When private development proposals are brought before the City, the Plan acts as a guide for review. Are the proposed land uses consistent? Does the project design reflect the Specific Plan guidelines?

When public actions are taken, the Specific Plan provides guidance on how those actions relate to the long-term vision for the study area. The Plan is the blueprint for how the community views the area; what type of uses are desired; how future uses should look and interrelate; how public recreation and open-space uses should be managed; and how they relate to private development.

The Specific Plan is not static. It is designed to be flexible enough to accommodate new ideas and changing future conditions. But it is definitive enough to provide landowners, citizens, developers, and the City with the "rules of the game."

B. THE PLANNING AREA

The Specific Plan Area comprises approximately 500 acres along both sides of the Sacramento River in the center of the City of Redding. It stretches from the Civic Auditorium area in the north to Parkview Avenue, just below the Cypress Avenue Bridge, in the south (see Figure 1).

Regional Context. The City of Redding is strategically located at the center of Shasta County, midway between Sacramento to the south and Ashland, Oregon to the north on the I-5 corridor. With a population of 64,000, Redding is the largest city between Sacramento and Medford, Oregon; and the largest in Shasta County.

It is the economic and geographic hub of a largely rural region that includes the cities of Red Bluff, Anderson, and Weaverville.

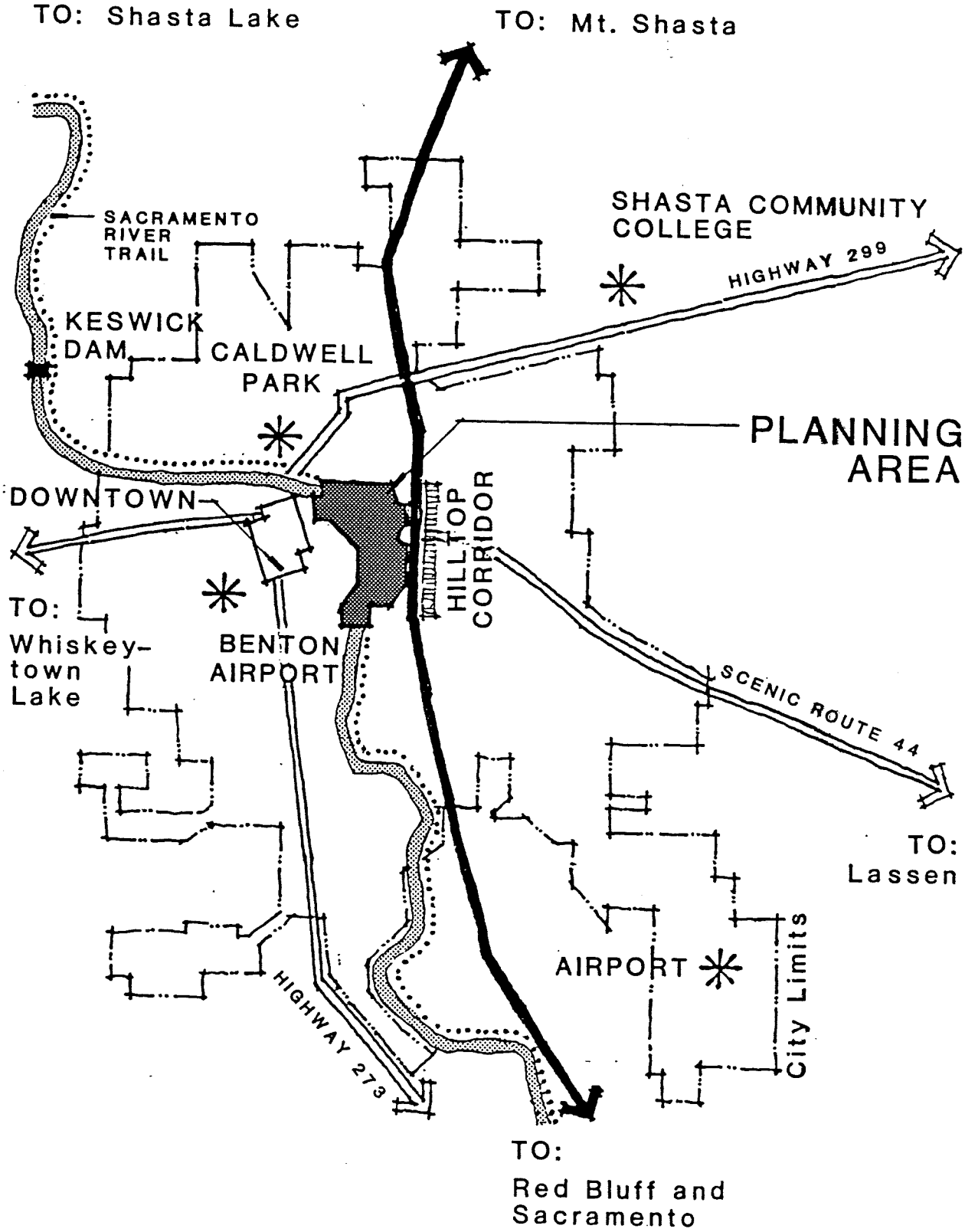
One of the most distinguishing features of Redding's regional location is the City's proximity to regional, state and national recreation areas. They are:

- Whiskeytown National Recreation Area - 8 miles west
- Shasta-Trinity National Forest - 15 miles west
- Shasta Dam and Shasta Lake - 15 miles north
- Shasta State Historic Park - 6 miles west
- Lassen Volcanic National Park - 45 miles east
- McArthur-Burney Falls State Park - 50 miles northeast
- Castle Crags State Park - 40 miles north
- Trinity Alps-Marble Mountains Wilderness areas -50 miles west

Description of the Planning Area. State Highway 299 crosses the River and divides the Planning Area into distinct subareas: Turtle Bay to the north and Park Marina Drive to the south (see Figure 2).

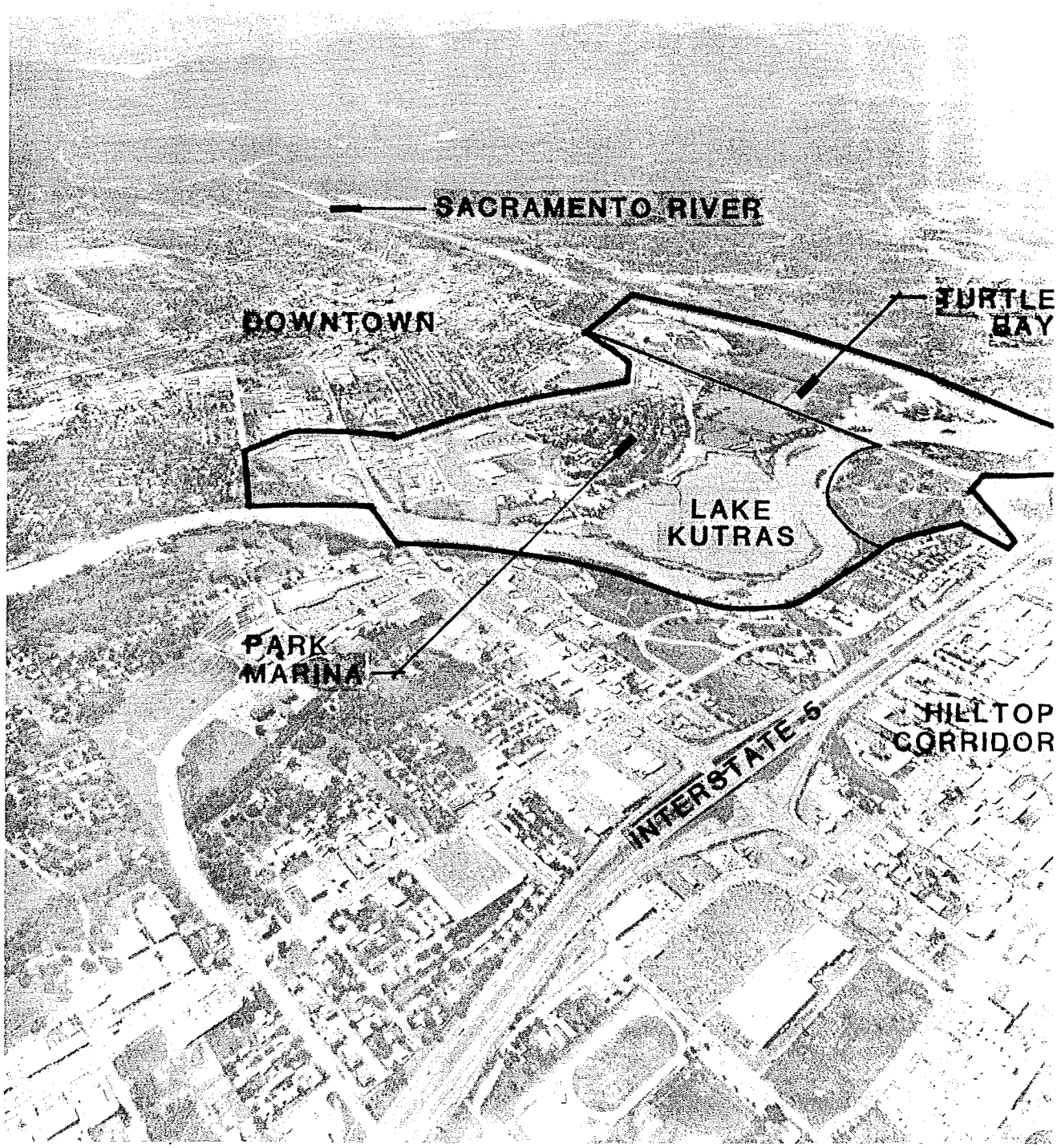
Turtle Bay includes the Turtle Bay Regional Park - Turtle Bay East, 65 acres, and Turtle Bay West, 140 acres - as well as a number of civic facilities: the Posse Grounds, the Redding Convention Center, and the Redding Visitors Bureau. This subarea also includes the "Monolith," a remnant of the engineering structures built in the 1930s to transport River gravel to the Shasta Dam construction site. Turtle Bay comprises much of the undisturbed riparian habitat in the Study Area, as well as some of the most accessible Riverfront.

Park Marina Drive is more urbanized and includes a mix of commercial and residential land uses, vacant parcels, and a



REGIONAL CONTEXT

FIGURE 1



PLANNING AREA CONTEXT

FIGURE 2

number of remnant lakes and ponds. It is directly accessible from the Redding Central Business District via South Street.

As a whole, the Planning Area is perhaps best described as under used. The Turtle Bay Regional Park has been only marginally improved for public use, yet still attracts those interested in hiking, horseback riding, boating, nature study, and fishing. The lack of cleared trails and the presence of spoils areas and eroded River edges limits riverside access and use of adjacent woodland areas. A variety of supporting facilities have been proposed for Turtle Bay West including a new City Hall, a softball complex, a logging industry museum, a natural science museum, and an aquarium.

Along Park Marina Drive, the River edge is less accessible, but the opportunities no less valuable. Existing commercial development is generally oriented toward the roadway and away from the River, with the land along the River edge steep, overgrown, or used for service access. Residential development along Park Marina takes advantage of views to the water, but access to the River's edge is limited. Parking areas and vacant lots further reduce the Riverfront character of this area.

II. Riverfront Plan in Brief

II. THE RIVERFRONT PLAN IN BRIEF

A. THE CONTEXT

City Context. The Riverfront is strategically located at the heart of the City between the downtown retail core on the west and the I-5/Hilltop Drive commercial corridor on the east and between the Civic Auditorium to the north and the City Hall complex to the south.

Open Space Framework. As the historic lifeline of the region, the River dominates the natural terrain and developed portions of the City. Approaching the City on Highway 299, the dramatic River valley is in full view; bluffs rise on the eastern bank where new commercial uses and prestige office buildings have been built; the plain along the western bank contains older residential and commercial areas that extend from the historic downtown on higher terrain further to the west. The continuous series of open lands and water, parks, ponds, and River edges create the framework for the Plan.

B. LAND USE CONCEPT PLAN

The land-use concept shown in Figure 3 is designed to maximize the natural resource, to highlight visual and recreational values of the River, and to encourage quality development in selected areas.

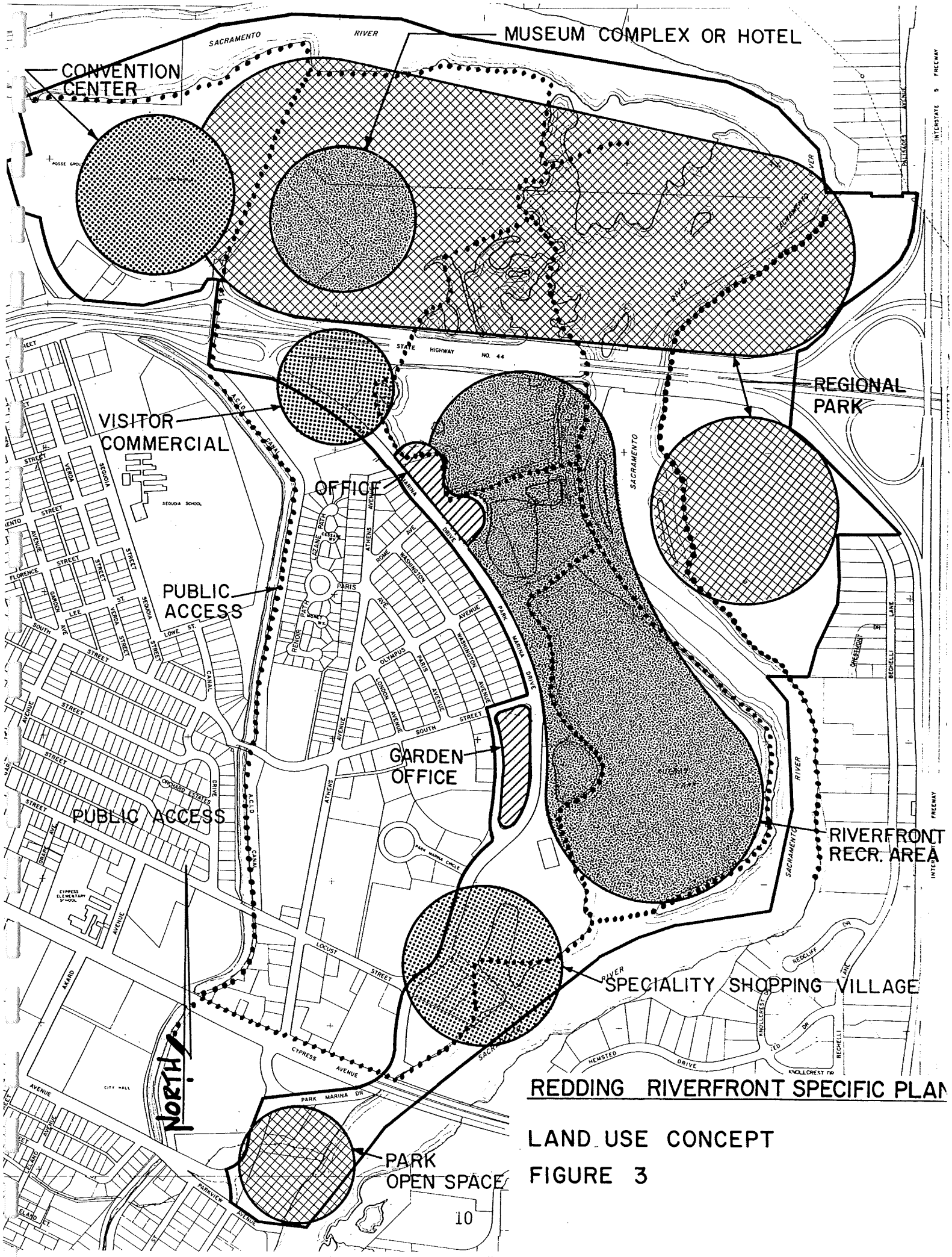
Turtle Bay. At Turtle Bay, the Plan proposes several tourist uses, including a River Museum and Heritage Park and a nature preserve for the remaining 120 acres (illustrated in Figure 4).

The River Museum and Heritage Park is envisioned as a regional "CERE" facility encompassing Cultural, Educational, Recreational, and Entertainment elements in an integrated indoor/outdoor Park. The Park program expresses the indigenous resources of the Shasta-Trinity area, which includes the natural and cultural history of the River; fishing and fisheries; gold mining in the region; logging and timber use; riparian and marsh ecology; historic settlement, ranching, and craftsmanship; and other concepts embodied in the region.

Turtle Bay River Museum and Heritage Park is not an amusement park, but it does entertain; nor is it passive open space, but there are areas to walk, picnic, and recreate. It is an integrated series of living museum exhibits, "hands-on" activity areas, educational displays, and recreation spaces designed around a central, actively used lake and stream system. It serves as the central focus of intensive recreation activity from which visitors can walk into the natural landscape of the riparian forest or along boardwalks near the marshes or gravel beds. At the north edge of the area is an active picnic area along the River with a small boat launch and tie-up facilities and trails to both nature areas and developed areas.

The Nature Preserve, encompassing the rest of Turtle Bay West and all of Turtle Bay East, is meant exclusively for passive recreation and nature study uses such as hiking, photography, fishing, and equestrian use. The only structures would be trails, boardwalks, and possibly, observation platforms to view wildlife and the River. The program for this area consists of restoration of the native riparian forest and spawning beds and other necessary resource management activities.

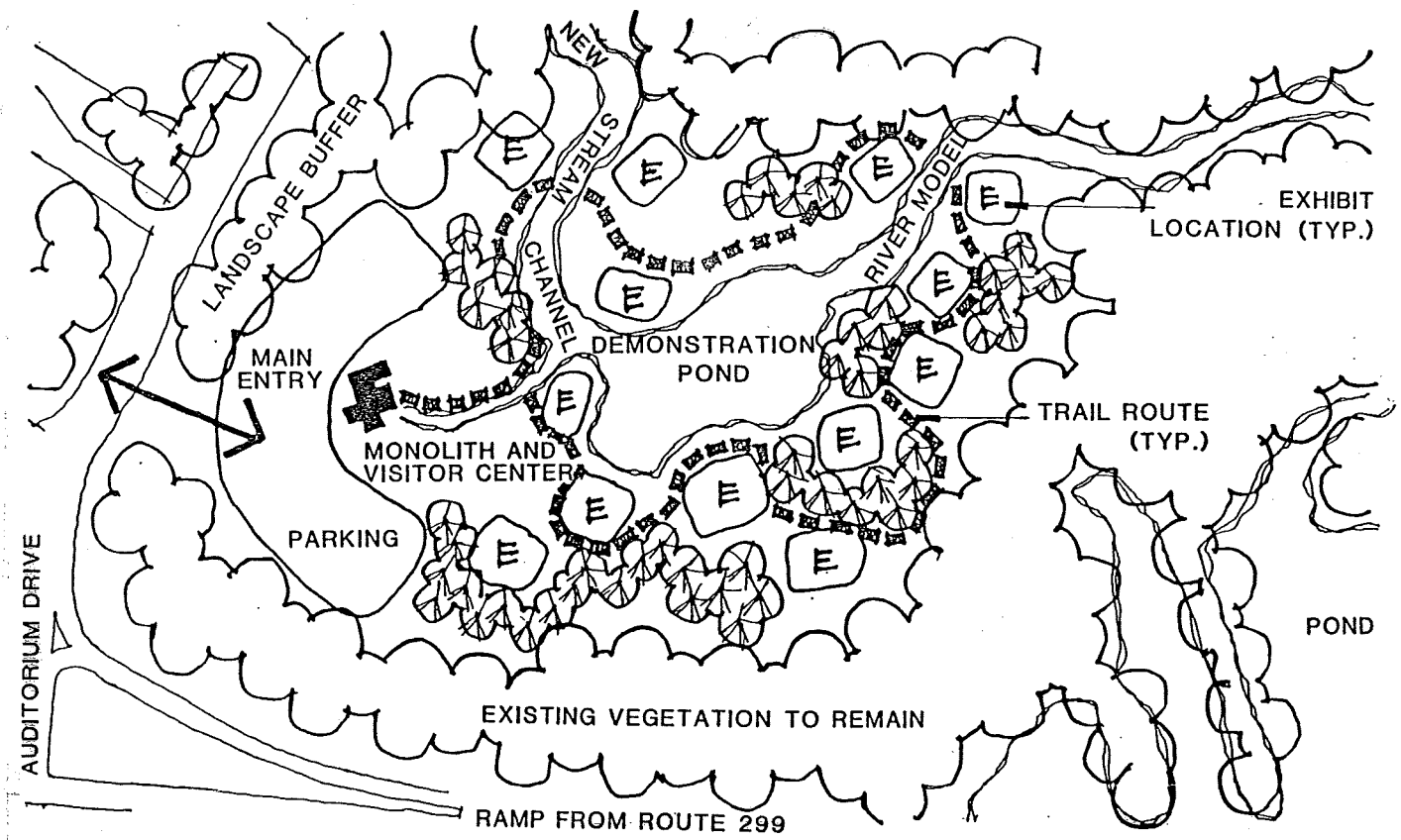
Park Marina Drive. The development Plan for the Park Marina Drive area, illustrated in Figure 5, is based on a "gateways" concept. Commercial development is concentrated at the north and south ends of a river-oriented parkway. The center of the parkway is devoted to active and passive public recreation, focused on the River and lakes. The design creates a continuous, "inland" waterway from the River opening at Kutras Lake to the Highway 299 bridge. The Swimming Hole provides a warmer-water beach area where more intensive recreation use could occur. The Cape provides trail access only to the actively flowing River for fishing and nature study.



REDDING RIVERFRONT SPECIFIC PLAN

LAND USE CONCEPT

FIGURE 3



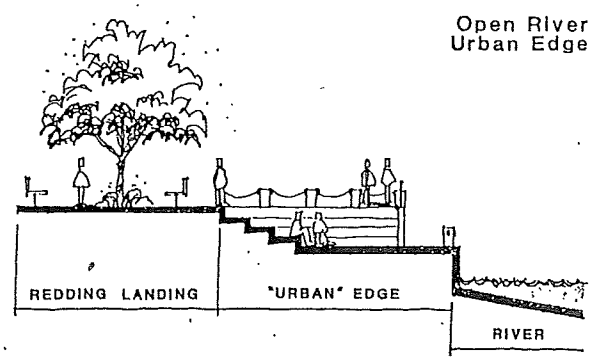
TURTLE BAY

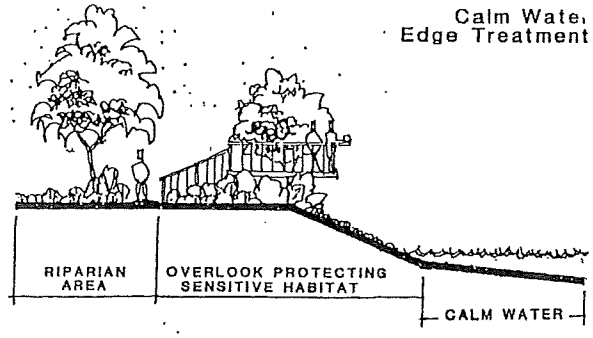
MUSEUM COMPLEX

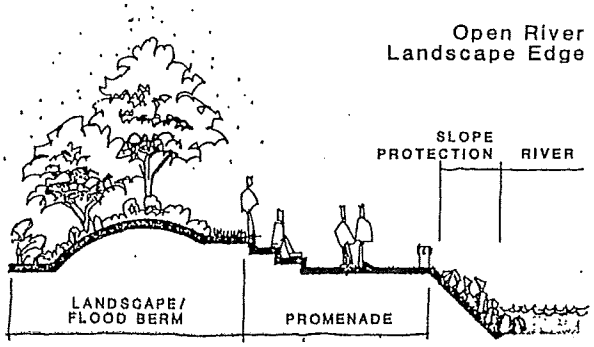
ILLUSTRATIVE PLAN

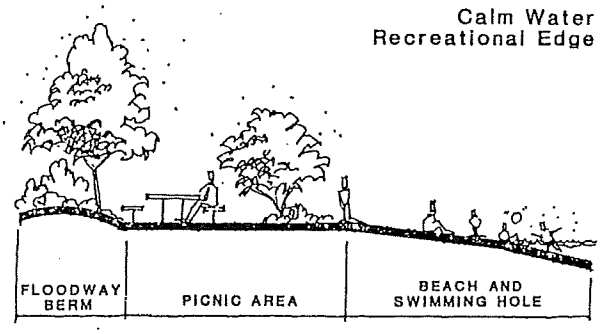
FIGURE

4









(NOT TO SCALE)

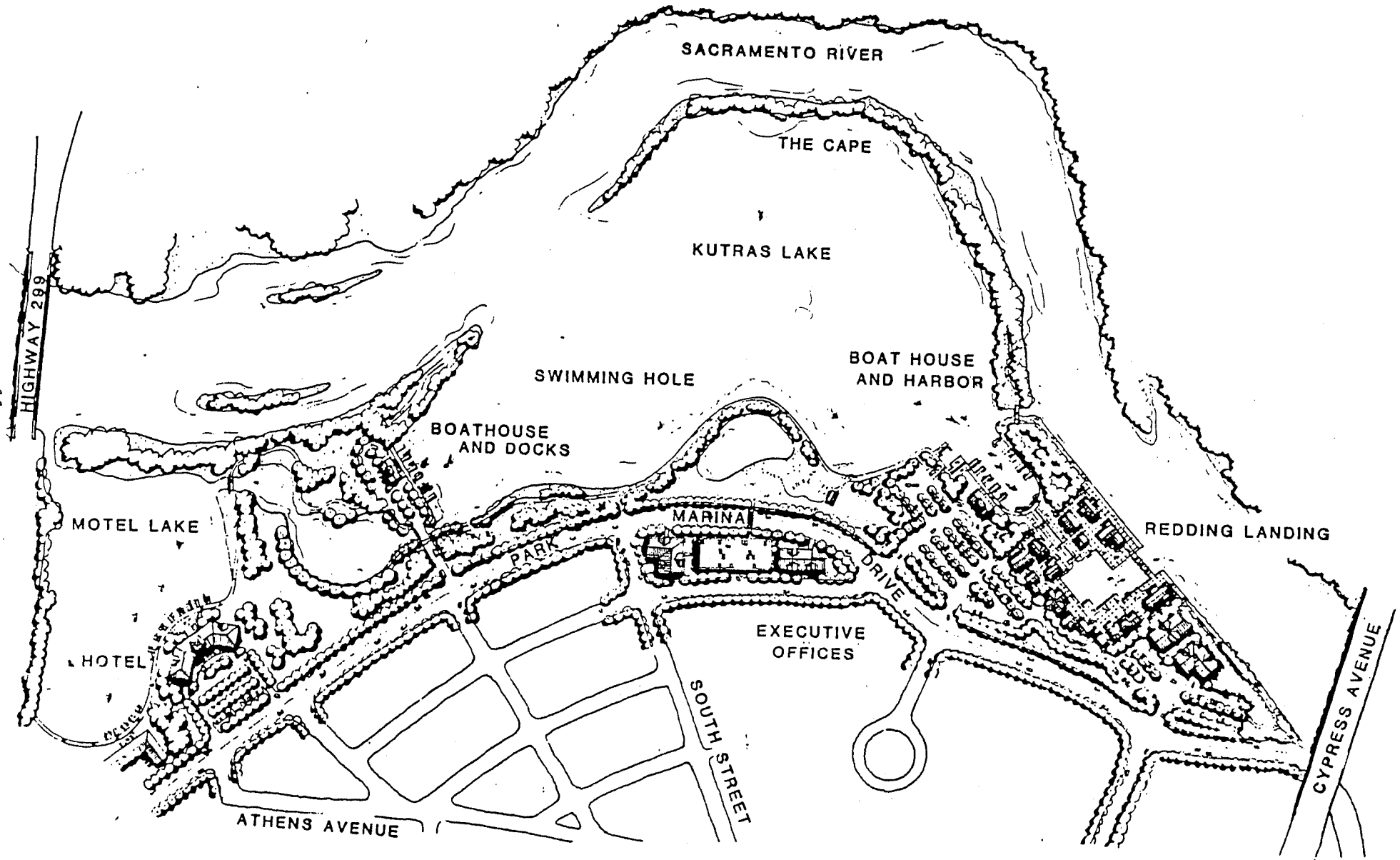
SHORELINE TREATMENT
River Edge

(NOT TO SCALE)

SHORELINE TREATMENT
Inland Water Edge

RIVER EDGE TREATMENT

FIGURE 5



PARK MARINA SUBAREA
ILLUSTRATIVE PLAN

FIGURE 6

The North Gateway will accommodate visitor-serving uses. The existing motel is to be expanded. South of the motel, offices would be used to transition to the recreation and residential areas to the south.

The South Gateway is designated as a high-quality, specialty retail center with retail use on the ground floor and office use on the second floor. This commercial center would offer specialty products not readily found in other local shopping centers.

High-quality executive office use (up to 150,000 square feet) is proposed for the existing golf course site, taking advantage of its water views and proximity to the "Swimming Hole" beach and Park. Structured parking, shared between the Riverfront Park and offices, is proposed.

A natural open-space park is planned for the private and City-owned land at the southern end near Parkview Avenue, with a continuous River edge trail running the length of the Riverfront Parkway. A bicycle/equestrian trail along the canal completes the Riverfront loop.

Park Marina Drive, itself, is to be enhanced into a boulevard with street trees, sidewalks, lighting and other streetscape detailing, and maintenance of major views to the water. Design policies to guide private and public development are presented in both the Land Use and Community Design chapters and are intended to create a unified and attractive architectural and landscape design along the boulevard.

At the heart of these policies is the concept that the location and site design of development along the River should take full advantage of the river/lake amenity. Continuous public access to the water's edge is critical, and private development should be integrated with the public Riverfront Park and active use areas such as the boat harbor. The architectural image should be of the highest quality, unifying the Riverfront and subordinate in scale to the natural setting. Site design and layout should contribute to an attractive, pedestrian-scale atmosphere. Parking areas, driveways, and streets should be amply landscaped to enhance the parkway.

C. RIVERFRONT PLAN GOALS

The Redding Riverfront Committee, composed of a cross-section of community leaders, established basic findings, goals, and objectives for the Planning Area during the winter and spring of 1987. At the initial workshop, the Committee agreed on one consistent finding: The Riverfront as it is used today is not adequately serving the City's needs.

The publicly owned areas of Turtle Bay are under-utilized, as are many parcels along Park Marina Drive. Even more significantly, the Committee agreed that the existing development along Park Marina Drive limits public access to the River; is inadequate in terms of architectural and landscape design; and precludes cohesive, well-planned, high-quality development in an area vital to the City's long-term welfare.

The Committee's overall goal for the Riverfront was clear:

CREATE A RIVERFRONT THAT ESTABLISHES A LASTING AND UNIQUE IDENTITY FOR THE CITY AND ADDS TO ITS QUALITY OF LIFE.

Achieving this overall goal requires a more precise statement of the desired character, quality, and use of the Riverfront. The goals and objectives that follow define the community's desires as established by the Riverfront Committee and refined and elaborated upon during the course of the study.

LAND USE GOAL:

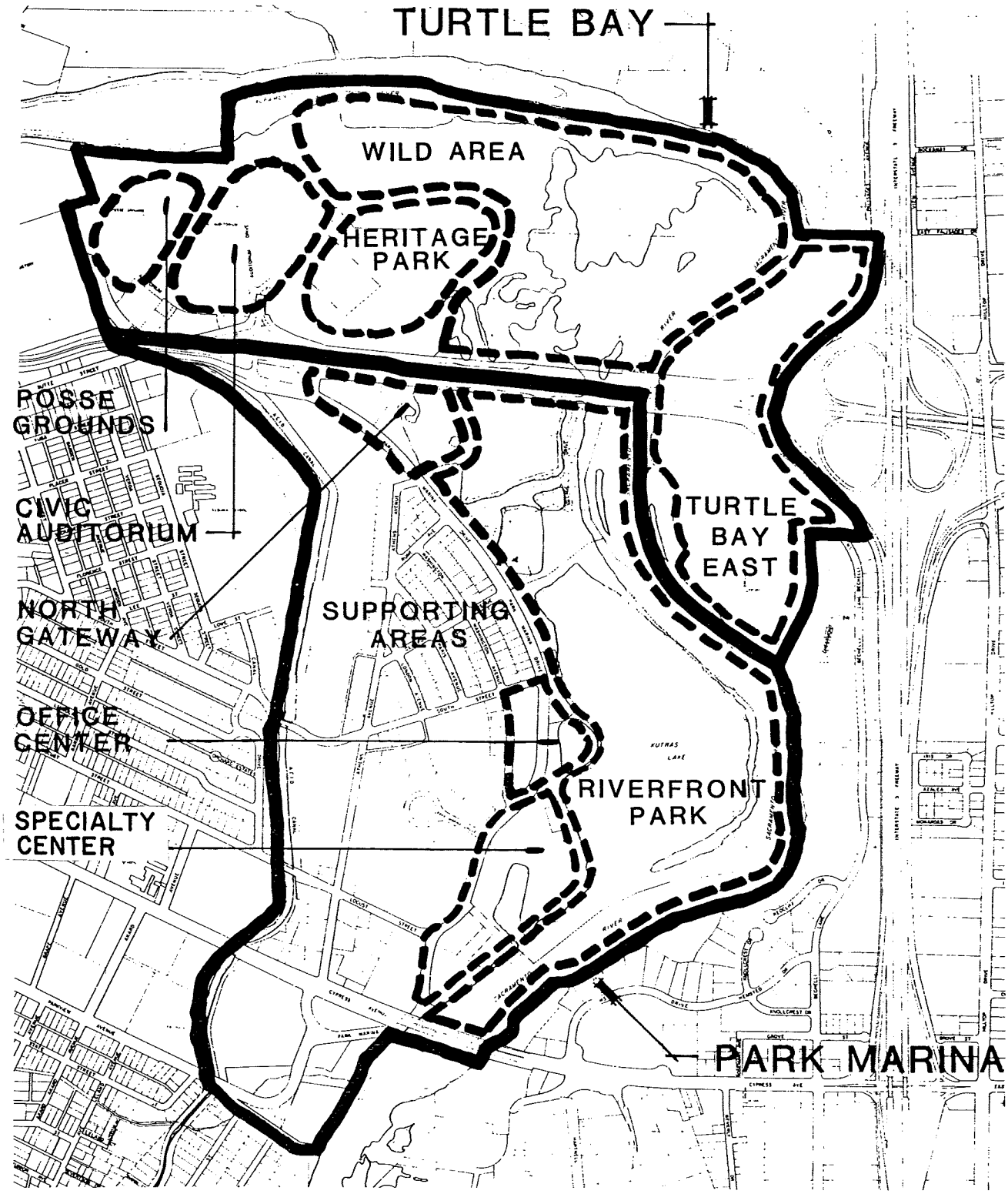
BALANCE QUALITY PRIVATE LAND USE DEVELOPMENT, PUBLIC RIVERFRONT RECREATION, AND CONSERVATION OF SIGNIFICANT ENVIRONMENTAL RESOURCES.

Objectives:

- Establish Turtle Bay as a regional, recreational, convention-center, cultural, educational, and open-space attraction for residents and visitors.
- Establish land uses on Park Marina Drive which maximize the values of the Riverfront setting.

ECONOMIC DEVELOPMENT GOAL:

Stimulate the economic base of the City by promoting a diversity of public and private development along the Riverfront.



REDDING RIVERFRONT Specific Plan

SUB-AREAS

The Planning Collaborative, Inc.
PLANNING and URBAN DESIGN

Supported by:
[illegible]

FIGURE 6

Objectives:

- Create a Riverfront image that attracts high-quality development and new residents to Redding.
- Utilize public investments to encourage appropriate private development.

RECREATION GOAL:

ESTABLISH THE RIVER AS THE RECREATIONAL AND OPEN SPACE HEART OF THE CITY.

Objectives:

- Maximize public access and recreational use to the River, both physically and visually.
- Promote a regional recreational attraction at the Riverfront.
- Provide trail linkages to connect the City to the River and continue the regional River trail.

NATURAL RESOURCES GOAL:

DEVELOP AND USE THE RIVERFRONT IN A MANNER COMPATIBLE WITH NATURAL RESOURCE OPPORTUNITIES AND CONSTRAINTS.

Objectives:

- Preserve and, where possible, restore significant ecological habitats (open water, spawning beds, marshes, riparian forest).
- Minimize future flooding hazards with an integrated program of floodplain zoning, flood-proofing, and flood-control improvements.

DESIGN GOAL:

CREATE AN IMAGE WHICH REFLECTS REDDING'S NATURAL AND HISTORIC HERITAGE AND ITS EMERGING ROLE AS THE URBAN CENTER OF THE REGION.

Objectives:

- Enhance the natural scenic qualities of both public and private land.

- Ensure quality development oriented to the Riverfront setting, which creates a complementary unified design theme.

- Improve Park Marina Drive as a major Riverfront Parkway.

- Protect and enhance major public views to the River and bluffs.

FACILITIES AND SERVICES GOAL:

ENSURE SAFE, ADEQUATE, AND TIMELY PUBLIC FACILITIES TO SUPPORT PUBLIC AND PRIVATE USES.

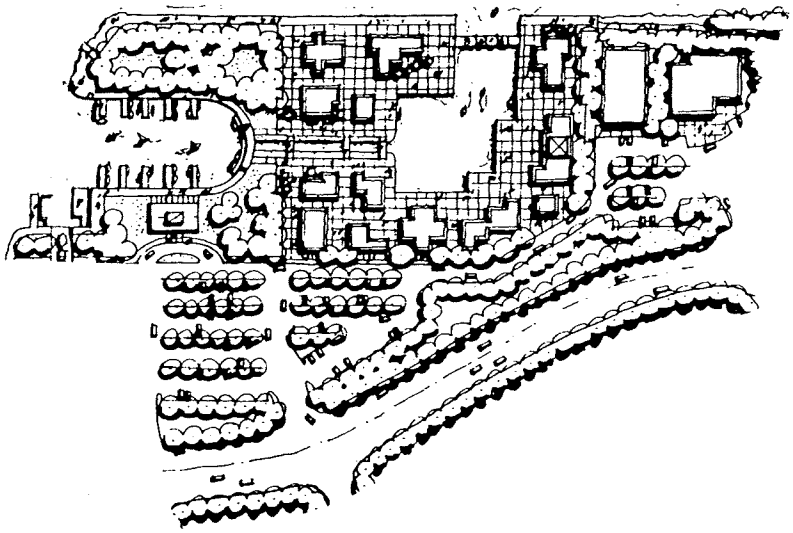
Objectives:

- Establish a land-use program which can be phased over time to ensure timely public improvements.

- Develop a safe and efficient circulation system for vehicles, pedestrians, and bicyclists.

III. Specific Plan Elements

THE LAND USE PLAN



GOAL:

Balance quality private land use development, public riverfront recreation, and conservation of significant environmental resources.

III. SPECIFIC PLAN ELEMENTS

A. LAND USE PLAN

This chapter describes a vision for the Redding Riverfront. It establishes land uses and their locations and intensities. It includes major policies that guide future site-plan relationships and design quality, protection and enhancement of significant natural resources, and the public and private uses within each subarea. More detailed supporting policies related to recreation, natural resources, design, circulation, and facilities are provided in subsequent chapters.

The Plan is organized geographically by the two distinct, but interrelated, subareas: Turtle Bay and Park Marina Drive (see Figure 6). These subareas are further divided into specific project areas. The policies set forth augment and refine the Land Use Element of the City's General Plan.

The goal of the land-use plan is to identify what the long-term use of the property should be. Obviously, existing uses would continue as outlined in the section dealing with nonconforming uses; however, the goal is that new development, building replacement, change of use, and redevelopment would all occur to implement the Plan.

Land-use classifications used in the Plan include the following:

> Open Space (OS) These are areas which are intended to remain in the condition that they existed in 1989. For example, water areas will remain water areas. Riparian, floodplain areas, or steep-slope areas given the open-space designation shall generally remain undisturbed excluding the development of nature trails. Existing development placed in the open-space designation may continue to exist; however, it is the intention of the Plan that at the end of their useful life, they be removed and the land be reverted to a more natural and/or park-like condition. This designation is to implement the Greenway designation of the Redding General Plan.

Park (P) The Park designation is given to those areas intended to be used for passive enjoyment and public recreation. Included in these areas could be picnic tables, lawn areas, fishing access, walkways, trails, access parking, and the like. The intent of these areas in the Plan is the viewing and enjoyment of the River setting.

(Public) Written in the Plan, this designation represents facilities and buildings owned and operated by public agencies or nonprofit organizations for spectator sports or entertainment events, exhibits and displays, conventions, and special community-wide events or activities. Included in this are the Possee grounds, the Convention Center, and related parking. Within this category could occur an exhibit hall addition to the Convention Center, a convention headquarters integrally related to the Convention Center, parking lots or structures, landscaping, a sports arena, or other uses supportive of the convention center.

Highway Commercial (HC) This category denotes property that caters to visitors, tourists, or the travelling public such as overnight lodging and tourist attractions.

"Retail" (R) This denotes area set aside for the sale of goods and services on a walk-in or walk-up basis within a building to the general public. This emphasis on the Plan Area is speciality items in small shops, restaurants, boutiques, or food sales, etc. that would be found in a smaller scale version of a Seaport Village in San Diego or Pier 39 in San Francisco. Offices and personal services would be permitted in this category, but encouraged to locate on a second floor to maintain the ground-floor area for retail shops. Kiosks could be accommodated with a specialty shopping center. Incidental outdoor sales or display of goods could occur as part of creating a village charm or ambiance.

Office (O) The office category covers areas set aside for office use. These could be medical or professional office and, depending on location, a sit-down restaurant.

Recreation (REC) This category denotes area for active water or beach-oriented recreation for a fee that utilizes the Kutras Lake as an asset. Use of facilities would be water oriented, generally open in nature, seasonal in use, and without significant investment in buildings. Uses in this category would maintain public views of and enjoyment of Kutras Lake and Motel Lake.

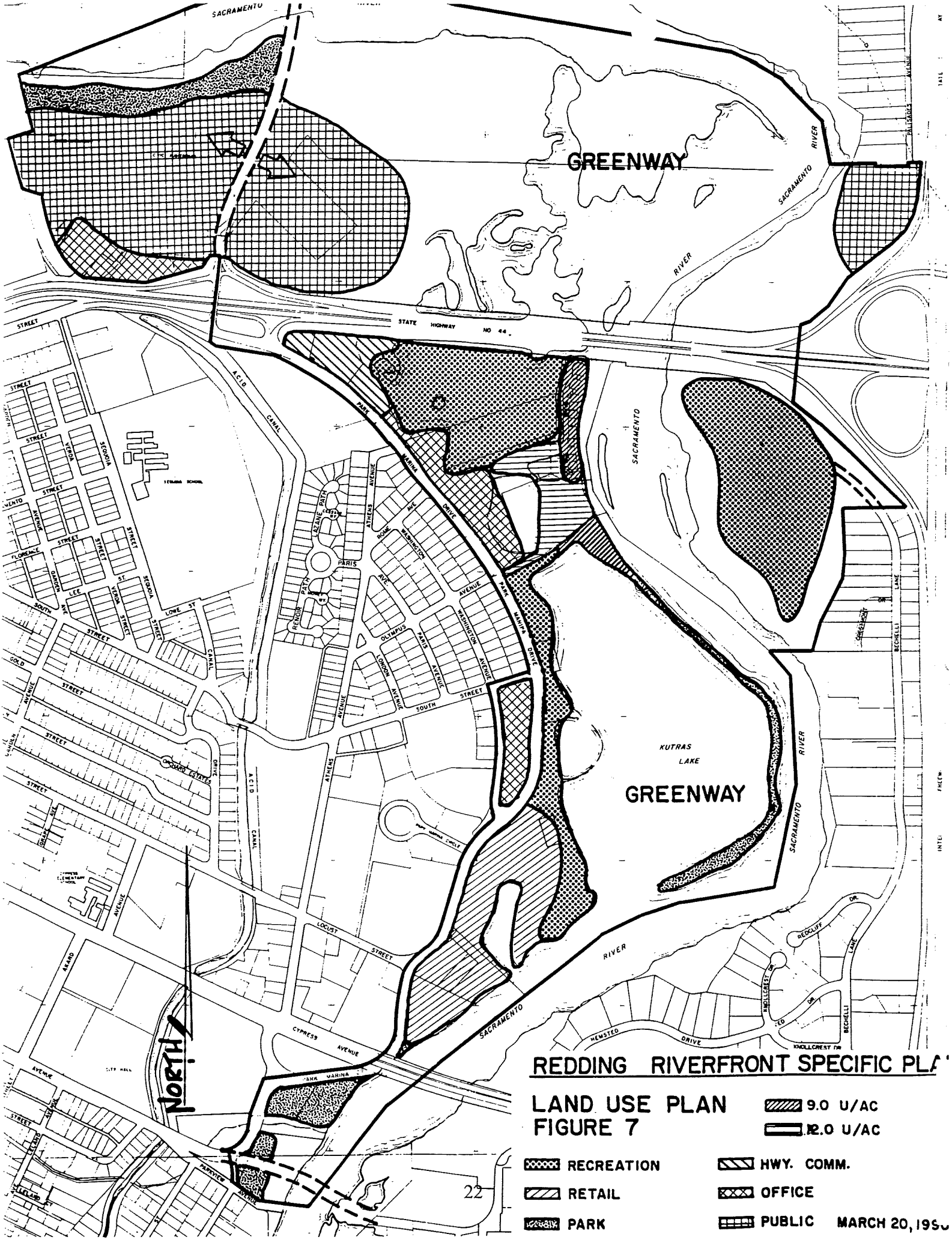
Residential The plan contains two residential classifications as follows:

9.0 dwelling units per gross acre. This is a low-density multiple-family classification suitable for duplexes, apartments, dwelling groups, planned developments, or condominiums. Minimum lot sizes for duplexes and apartments should average about 12,000 square feet. Full urban services would be available, and there would be reasonable proximity to a major arterial.

12.0 dwelling units per gross acre. This is a multiple-family density for apartments, dwelling groups, planned developments, and condominiums. The minimum lot size should average about 10,000 square feet. Full urban services would be available, and there would be reasonable proximity to a major arterial.

Streets Existing streets are shown on the Plan by solid lines. Proposed streets are shown by dashed lines. A two-lane street would generally be a 60-foot-wide right-of-way, and a four-lane street would generally be greater than an 84-foot-wide right-of-way. Proposed streets are on the land-use map in what is expected to be their approximate alignment; however, precise engineering and more detailed environmental review will be required to select final alignments.

Trails Trails are shown on Figure 22 to illustrate the goal of getting people to and along the River and lakes. A trail system would be accomplished over time; however, the goal of the Plan is to set a framework for future easements, dedications, and construction to link the area when it is redeveloped or developed as per the Plan.


GREENWAY
GREENWAY
KUTRAS LAKE
SACRAMENTO RIVER
STATE HIGHWAY NO 44
ACID CANAL
PARK MARINA DRIVE
SEQUOIA STREET
VERDA STREET
FLORENCE STREET
GARDEN AVE
LEE ST
SOUTH STREET
LOWE ST
GOLD STREET
ORCHARD ESTATES DRIVE
ATHENS AVENUE
ROME AVE
WASHINGTON AVENUE
PARIS AVE
OLYMPUS
LONDON AVENUE
SOUTH STREET
RENOIR PATH
AZANE PATH
LOCUST STREET
CYPRESS AVENUE
PARKVIEW AVENUE
AKARD AVENUE
HEMSTED DRIVE
KNOLLCREST DR
REDCLIFF DR
BECHELLI LANE
PALISADES AVENUE
NORTH
REDDING RIVERFRONT SPECIFIC PLA
LAND USE PLAN
FIGURE 7
9.0 U/AC
12.0 U/AC
RECREATION
RETAIL
PARK
HWY. COMM.
OFFICE
PUBLIC
MARCH 20, 199

TURTLE BAY

1. EXISTING CONDITIONS

Turtle Bay Regional Park is made up of Turtle Bay West and East, separated by the River. Turtle Bay West covers 140 acres of undeveloped open space, graded vacant land and the Civic Auditorium, Visitor Bureau, Posse Grounds, and picnic park along the River. The City has designated a major portion of this area as a wildlife sanctuary.

Turtle Bay East includes two parcels, one north and one south of the Highway 299 bridge. Both are undeveloped, although the southern area has an existing access road built jointly by the Wildlife Conservation Board and the City. Informal trails and gravel roads lace the site. The entire area is owned by the City.

Although mostly undeveloped, much of Turtle Bay West is actively used for recreation, nature study, and civic uses. The Posse Grounds are used for rodeo events, horse shows, and the like. The Convention Center is used for events and conventions, receiving thousands of visitors per year. Nearby buildings contain a variety of uses, including offices, Redding Visitors Bureau, active commercial recreation, and picnic use behind the Auditorium.

The riparian areas of Turtle Bay East and West and the River itself are used for nature study and recreation. Fishing, hiking, photography, boating, equestrian use, nature study, and related activities occur in Turtle Bay West. Limited picnic use, fishing, boat launching, and hiking occurs in Turtle Bay East. The graded area adjacent to the Civic Auditorium is unused except for informal parking. At this site stands the "Monolith," a concrete remnant of the vast conveyor system which once carried sand and gravel to the Shasta Dam.

2. OBJECTIVES AND POLICIES

Turtle Bay River Museum and Heritage Park

Objective 1: To take advantage of the significant resources and strategic location of Turtle Bay West. (See Figures 7 and 8).

The objective is to utilize the area in a manner that complements the existing Convention Center, takes advantage of the freeway interchange, and is sensitive to the existing riparian environment and floodplains. To that end, there must be some flexibility in where uses would occur.

For example, a museum could be next to the Monolith, next to the River, or, if the Rodeo Arena were relocated, it could be there. A 300- or 400-room hotel could be built next to the Convention Center or adjacent to the Monolith.

To recognize the visitor, convention, and public orientation, the land-use designations for the area are Highway Commercial, Park, Public, and Open Space. The program for the River Museum and Heritage Park is envisioned as a CERE facility (cultural, educational, recreational, entertainment) that brings together the unique natural and cultural resources of the Shasta-Trinity region.

If developed, the Heritage Park would not be a conventional theme or amusement park in which rides and commercial attractions are the focus of attention. Nor is it a stand-alone museum in which indoor exhibits tell the story. It is an integrated indoor-outdoor park and museum complex which respects and takes advantage of the natural assets of the site.

Although it is anticipated that the Park will attract visitors and tourists, it should also serve the educational and cultural needs of the community. There are numerous existing parks that promote natural or cultural history as their key program element which can serve as models. A sampling of these are listed in Table 3 in the Appendix. Illustrative sketches of sample exhibits provided by various community members are also included in the Appendix.

The Overview of Market Conditions (see Appendix) indicates that the Turtle Bay Park can attract up to 400,000 visitors per year provided it is of high quality and draws on the on-going efforts in the community. To ensure this level of quality, the following policies and guidelines should direct the development of the River Museum and Heritage Park:

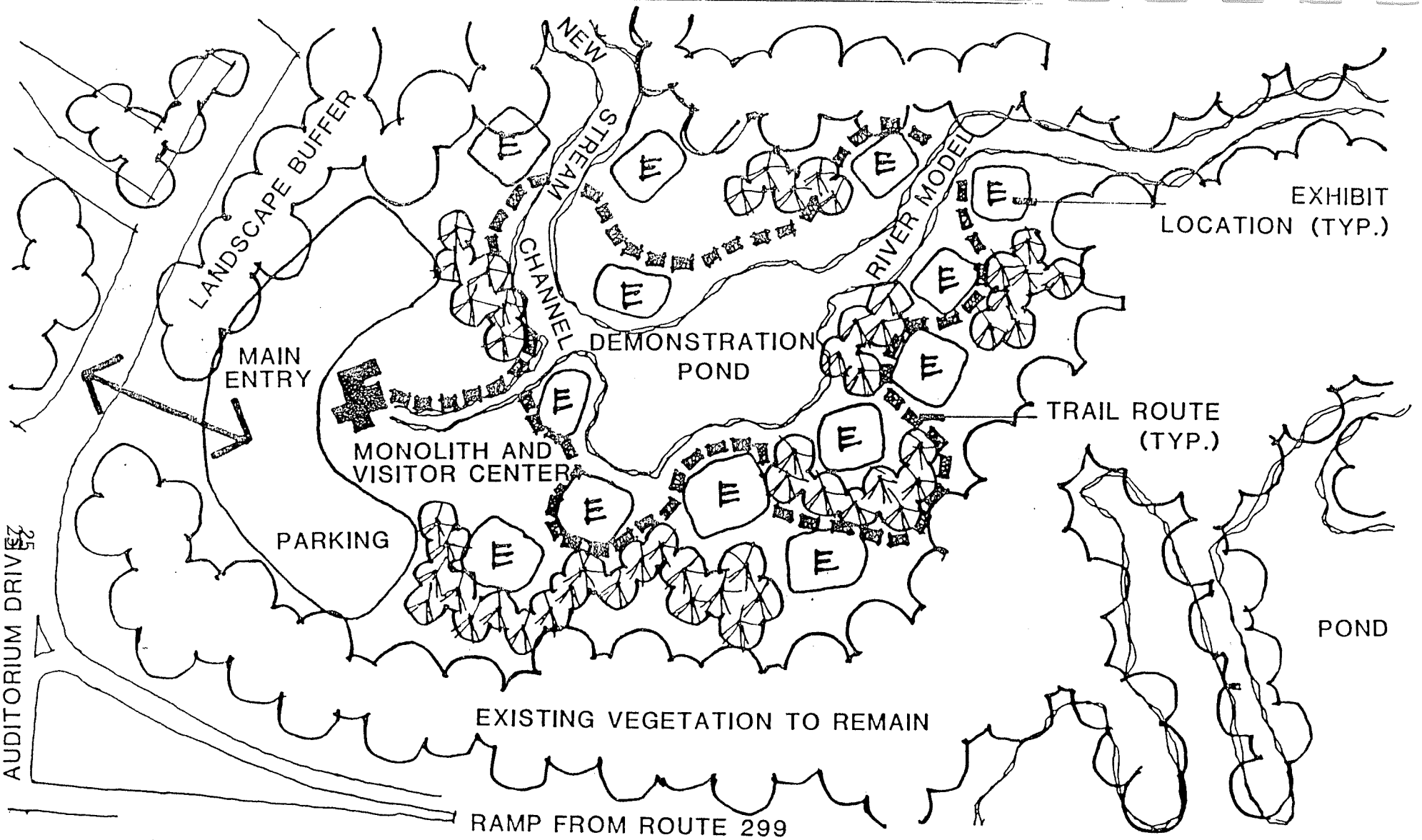


FIGURE 8

HERITAGE PARK and RIVER MUSEUM CONCEPT PLAN

SCALE 1":200'

1.1 Cooperative Efforts. The plans of the National Logging and Timber Products Museum, Carter House Science Museum, Redding Museum and Art Center, and other groups should be consolidated in a cooperative effort to help create the Park/Museum. The initial institutional steps needed are defined in the Implementation Chapter.

1.2 Phased Approach. The River Museum and Heritage Park should be phased to allow immediate opportunities for use by appropriate groups, while allowing future additions and improvements, as determined by the City.

1.3 Program and Image. The program of the Park/Museum should be based on the natural, cultural, and historical resources of the Shasta/Trinity region: the River, anadromous fishery, dam construction and water values, timber industry, wildlife and ecology, gold mining, logging history, and native American and settlement history.

A number of specific exhibits and features have been suggested. These are not the only programs possible, but they offer a starting point in visualizing the Park program:

- A Sacramento River model with an interpretive walk describing the natural and man-made history of the River and "hands-on" exhibits, such as water diversion structures, gold-panning, pool and riffle areas, etc.;

- A Timber and Logging Museum and Demonstration Area anchored by a pond with participatory exhibits such as log rolling and cutting;

- A Natural Science Museum and Botanical Garden that leads visitors through educational exhibits (such as subgrade marsh view area) and on into the natural features of the Regional Park;

- A Fish Center which provides subgrade views of spawning, rearing, adult fish species, and various interpretive features; and

- A Native American village and early historical settlement.

1.4 Site Plan and Design Concept. Although the Plan should allow for flexibility, the site design should conform to the following guidelines:

- Developed areas shall be limited to approximately the 15- to 20-acre zone currently cleared and graded to avoid impact in the reforesting riparian zones.

- The City shall participate in all site-plan and design proposals within the Park to ensure compatibility with cultural and environmental resources; integrity of the Riverfront setting; and a consistent, tasteful, and high-quality facility. Buildings should be low-scale and subordinate to the surrounding natural landscape.

- The site should either be clearly distinct from the more formal, architectural Civic Auditorium area or emulate its design and materials. Street trees along Auditorium Drive and fully landscaped parking and entry areas should be planted to help create this separation.

- The Monolith should be retained and enhanced as a component of the main entry, reflecting the historical dam building, mining activity, or other historic values of the region.

- Parking areas should be landscaped with trees and ground cover to create shade, improve visual appearance, and reduce heat gain of pavement surfaces. One broad, canopy tree should be planted every ten parking spaces for ample shade.

1.5 Auxiliary Commercial Uses. To support the River Museum and Heritage Park and enhance overall revenue potentials, the City should encourage auxiliary uses within the River Museum and Heritage Park such as restaurants and cafes, and gift and book shops related to the Museum/Park. The design of such facilities should be compatible with the site plan and architectural guidelines noted above as well as integrated with and subordinate to the overall Park's design image and management.

One auxiliary area, located at the end of Palisades Avenue near I-5, could become a future site for a tourist information stop or similar use if an I-5 interchange were constructed in the future.

1.6 Study Visual Improvement. There may be opportunities to improve the public vista from I-5 toward the River by removing fill from the west side of the I-5/44/299 interchange. This option should be studied further in conjunction with Caltrans to assess its usefulness and feasibility.

The Convention Center Area

Although the Convention Center area is partially built-out, there are public and private opportunities to expand on existing uses and to support what may occur around the Monolith.

Objective 2: Develop visitor-serving commercial uses surrounding the Convention Center which support and enhance the River Museum and Heritage Park.

2.1 Expand Convention Center Area. Study the expansion of the Convention Center to include such uses as an Exhibition Hall. The design of additional facilities should be compatible with the existing site plan and architectural character of the Convention Center and Redding Visitors Bureau. Any uses established adjacent to the Convention Center should be consistent with the proposed uses of both the Monolith and the Wild Area.

2.2 Landscape Improvements for the Civic Auditorium. To create a transition from the "urban" architecture of the Convention Center to the "natural" architectural image of the Heritage Park, the extensive parking area, entrance road, and general landscape plantings should be enhanced around the Convention Center.

2.3 Posse Grounds. Continue to study the long-term expansion or redevelopment potentials of the Posse Grounds site as future economic needs warrant. A 5,000- to 6,000-seat sports area or field house with adequate parking and auxiliary uses (such as a community center) is currently envisioned. Depending on the final program for the CERE facility, the Posse Grounds site could also be used for museum uses which choose not to be part of the River Museum/Heritage Park such as the proposed logging museum or the relocated Carter House Science Museum.

The Wild Area

The remainder of Turtle Bay West (± 120 acres) contains sensitive environmental resources and wildlife habitats (see Natural Resources chapter). Because of the importance of these resources, the Land Use Plan proposes a Wild Area in which development is restricted to low-intensity recreational and resource-management activities.

Objective 3: Preserve, protect, and restore the Wild Area for open space and nature study.

3.1 Ecological Areas. Provide limited public pedestrian access to sensitive ecological areas (spawning beds, marshes, River edge) using trails, boardwalks, overlooks and bridges, as feasible.

3.2 Natural Resources Management. Conduct natural resource management activities as specified in the Natural Resources chapter.

Turtle Bay East

Turtle Bay East has the potential to serve active and passive recreation uses, and like the Wild Area, contains valuable open space and natural resources.

Objective 4: Enhance Turtle Bay east with active recreation uses and public access to natural areas, while protecting valuable riparian habitats.

4.1 Recreation Facilities. Incorporate a riverside trail, scenic overlook boat launch, and picnic and parking areas in the open-space area south of Highway 299.

4.2 Limit Access. Limit vehicular access to the existing entry road off Bechelli Lane. Provide limited parking in areas screened from the River and other portions of the Park.

4.3 Trails and Picnic Use. Develop trails and picnic facilities north of Highway 299 in Turtle Bay East. Restrict vehicular access to this site, especially off-road vehicles.

4.4 Pitch and Putt Golf. Study the feasibility of establishing "pitch and putt" golf course south of Highway 299. The site should be above the 100-year floodplain, absent significant native riparian vegetation or valuable wildlife habitat, and have adequate drainage characteristics.

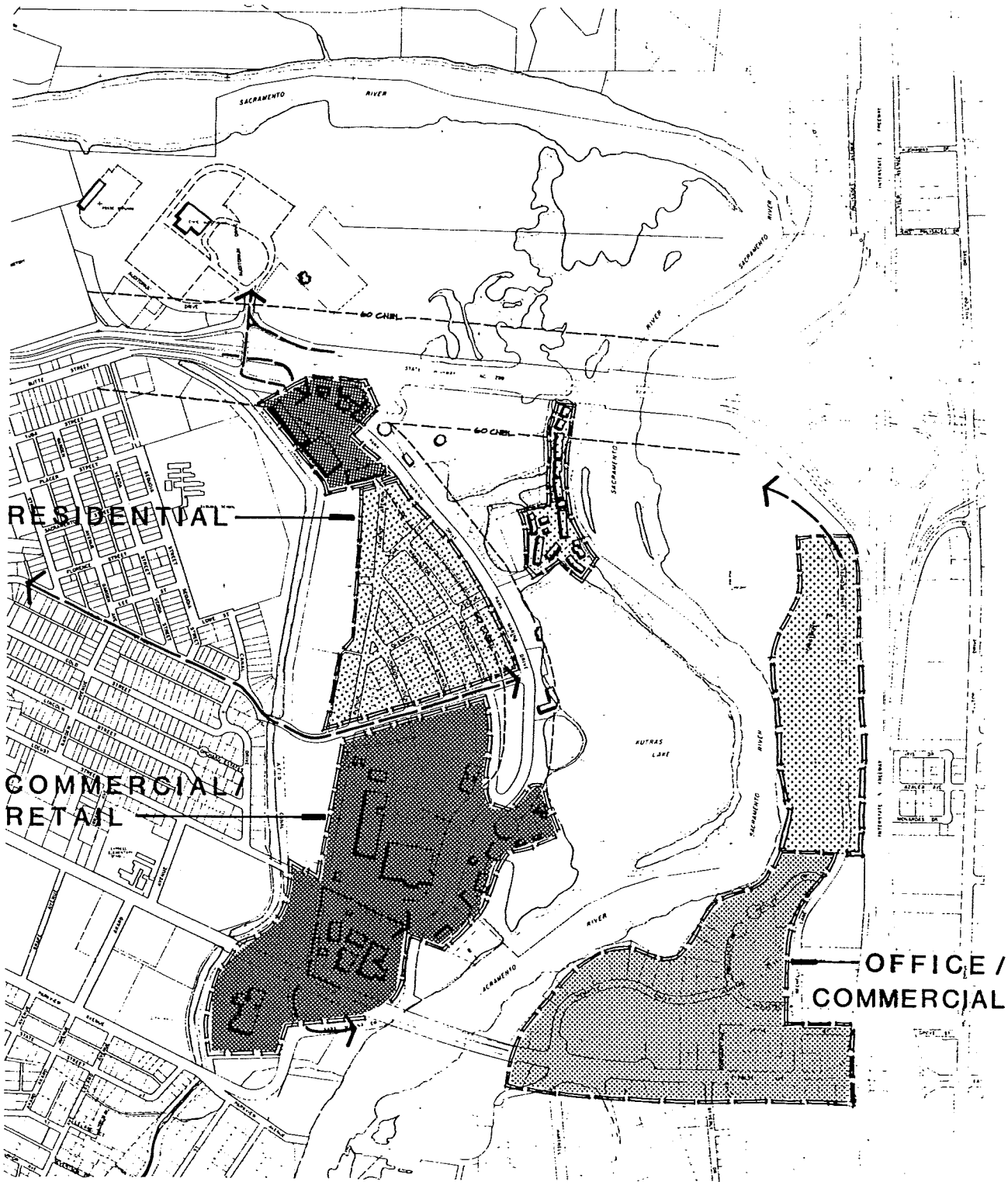
PARK MARINA DRIVE

1. EXISTING CONDITIONS

Park Marina Drive is bordered on the west by a single-family residential neighborhood and two shopping centers, one near the Route 299 off-ramp, the other, Montgomery Ward/Athens Avenue Center, near the corner of Park Marina and Locust Avenue. South of the Cypress Avenue Bridge, vacant lands border the River. Cypress Avenue, itself, is a commercial strip that spans the Bridge to include commercial areas on both sides of the River. Figure 9 shows the existing land uses, buildings, and other urban features of the Park Marina area.

Atop the bluffs to the east, along Bechelli Lane and Hemsted Drive, is a concentration of commercial office and service uses and high-density residential development. This development is visible throughout most of the planning area. There are additional residential areas north of the Hilltop Drive/Route 299 overpass.

The lands along Park Marina Drive are primarily in private ownership, except for the roadway easement and a two-acre unimproved open space at the southern end near Parkview Avenue. The privately-owned land has a complex history. While there are relatively few owners and parcels at present, the area is fragmented by many long-term leases. This makes land assembly and comprehensive planning efforts difficult.



REDDING RIVERFRONT
Specific Plan

URBAN FEATURES

The Planning Collaborative, Inc.
PLANNING and URBAN DESIGN

Supported by:
PACE ENGINEERING
ECONOMICS RESEARCH ASSOCIATES

0 200 600 1000

FIGURE 9

2. OBJECTIVES AND POLICIES

The following objectives and policies relate to Figures 7 and 10.

North Gateway

The North Gateway area is the entrance to the Riverfront from Highway 299. The area is well located to take advantage of highway accessibility, both visually and functionally, and of views and access to the lakes and River. Its existing motel use and boat sales are appropriate, but should be strengthened by upgrading the existing motel, adding a new visitor-serving use related directly to the River, enhancing the adjacent streetscape and parking areas, and creating other image enhancements.

Objective 1: Encourage quality visitor-serving commercial development in the North Gateway area of Park Marina Drive.

1.1 Motel Rehabilitation and Expansion. Allow additional units (parking permitting up to 100) at the existing River Inn site. Encourage remodeling of the motel design so it supports the future boulevard landscape treatment and is more consistent with the architectural style of other new development along Park Marina Drive.

1.2 Allow a restaurant next to the lake as part of the motel expansion.

1.3 Continuous Public Shoreline. Provide public access through the motel complex to the water's edge.

1.4 Boating Facility/Recreational Area. Encourage a small-boat facility as part of hotel development to allow people to access the lake. This is defined in more detail in the Recreation Element.

1.5 Site Lay-Out and Design Image. The site layout should allow for convenient visual and functional visitor access to the lake and provide an attractive entry and street frontage on Park Marina Drive, as shown in the Illustrative Concept Plan. The architecture design and detailing should be consistent with the other new developments along the Riverfront as well as with the structures associated with the Riverfront Recreation Area (see discussion in Community Design).

Riverfront Recreation Area

The scenic and recreational potential of the Riverfront is unlimited. However, fully realizing it will require redevelopment of the area to remove existing undesirable uses, enhance the River's edge and inland waterway, and provide recreational improvements.

Two types of parkland are proposed. In the level floodplain areas at the River and lake edges--which are already disturbed, built, or graded--formal, active recreation areas can maximize public enjoyment of the Riverfront. In riparian woodland areas, gravel bars and other often-inundated lands and water areas, passive open-space uses, and nature study are appropriate. Here, only trails, boardwalks, and overlooks are to be developed in accordance with resource management measures to ensure the long-term stability of the environment.

While more detailed policies and guidelines are articulated in the Recreation Chapter and Natural Resources Chapter, the following overall statements guide the development and design of the Riverfront Park.

Objective 2: Create a major Recreation Area, combining active and passive recreational uses.

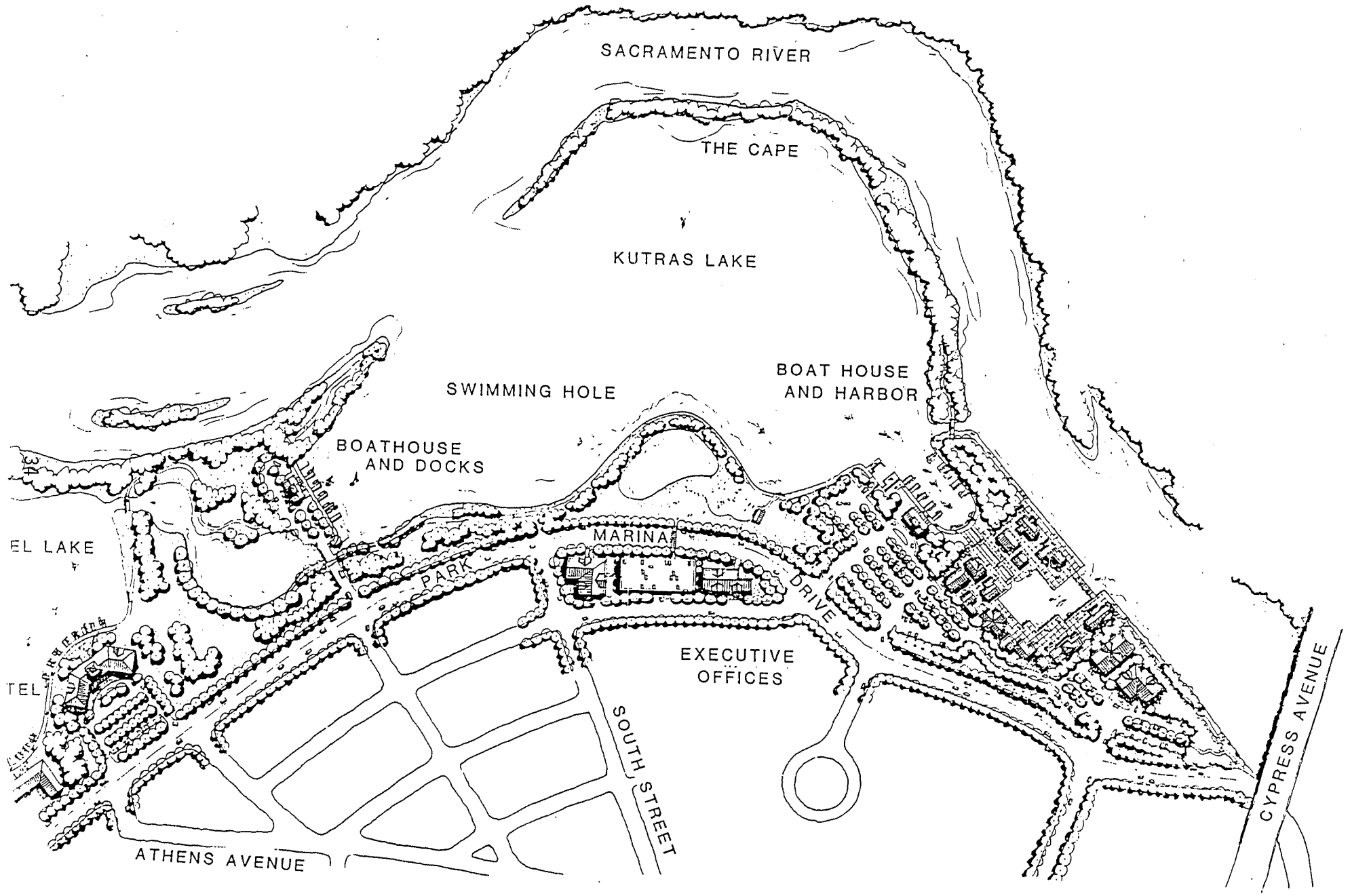
2.1 Detailed Design. A Master Plan and detailed Park design for the entire Riverfront Recreation Area conforming to the basic parameters and guidelines contained in these Specific Plan policies should be developed.

2.2 High-Intensity Recreation Use. The turf areas and adjoining pathways and water edges of the Riverfront Recreation Area shall be devoted to active recreational uses.

- Develop a public boat house, small-boat harbor, and launch to encourage recreational use of lake and pond areas, as shown in the Illustrative Plan.

- If possible, link Motel Lake and Kutras Lake to create a continuous calm-water boating route. There will continue to be River current flow through these lakes. As part of the Park design, hydraulic engineering studies would be included to determine the need for weirs, control gates, and other improvements.

- For safety, limit boating originating within the area to lakes and ponds.



PARK MARINA SUBAREA
ILLUSTRATIVE PLAN

FIGURE 16

- Create two "speed zones" within the lakes: an outer zone where power boating would be allowed, and an inner zone where only nonpower, small, and quiet boats would be allowed.

- Plant native trees, shrubs, and ground cover to help articulate play areas, create shade, and identify picnic areas or other special features.

- Develop the necessary picnic, barbecue, exercise, and play facilities to accommodate the recreation needs of the City.

- Develop an informal, paved pathway and trail system within the Park which allows for walking, jogging, and bicycling off the roadway.

2.3 Low-Intensity Open Space Use. Open-space areas of the Riverfront Recreation Area shall be preserved and maintained in their natural state for passive recreation and educational value. These areas are generally adjacent to the floodway.

- These areas may be enhanced with additional native riparian plantings as needed to stabilize slopes and maintain viable habitats.

- Foot trails or boardwalks may be developed to allow limited public access to the River's edge. However, foot traffic shall be restricted to these routes to prevent erosion and disturbance of riparian areas.

2.4 River/Lake Edge Treatment. Maximize public access to the lake and River edges where erosion and flood constraints allow, using steps, docks, bridges, piers, and overlook platforms.

- Figures 11 and 12 depict typical edge treatment for different conditions.

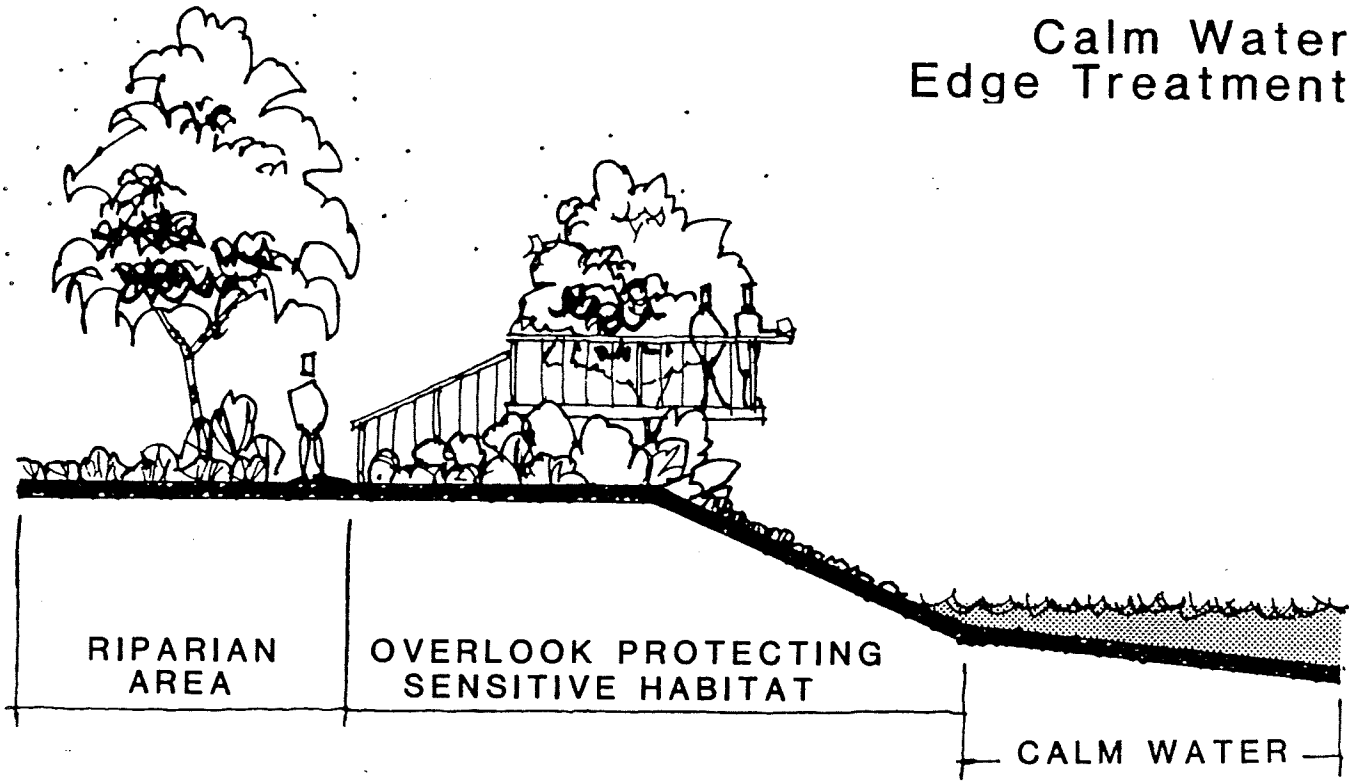
- Boardwalks and overlooks should be used to protect habitat areas.

- Active recreation use should be oriented to the calm-water areas such as the Swimming Hole.

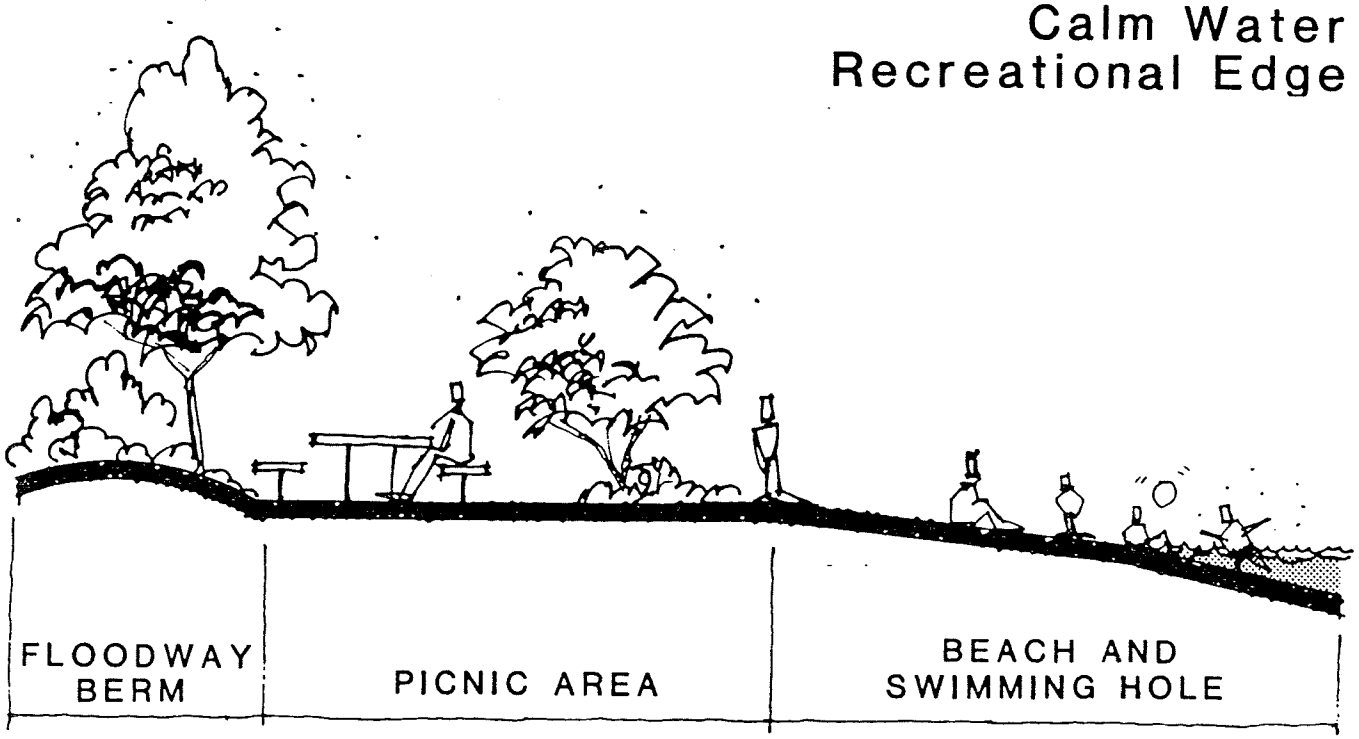
- In adjacent Retail and Office areas, an urban "hardscape" edge should be designed, which serves flood and erosion-control needs and maximizes shoreline access.

- Elsewhere along the flowing River, slope protection is required to minimize erosion.

Calm Water Edge Treatment



Calm Water Recreational Edge

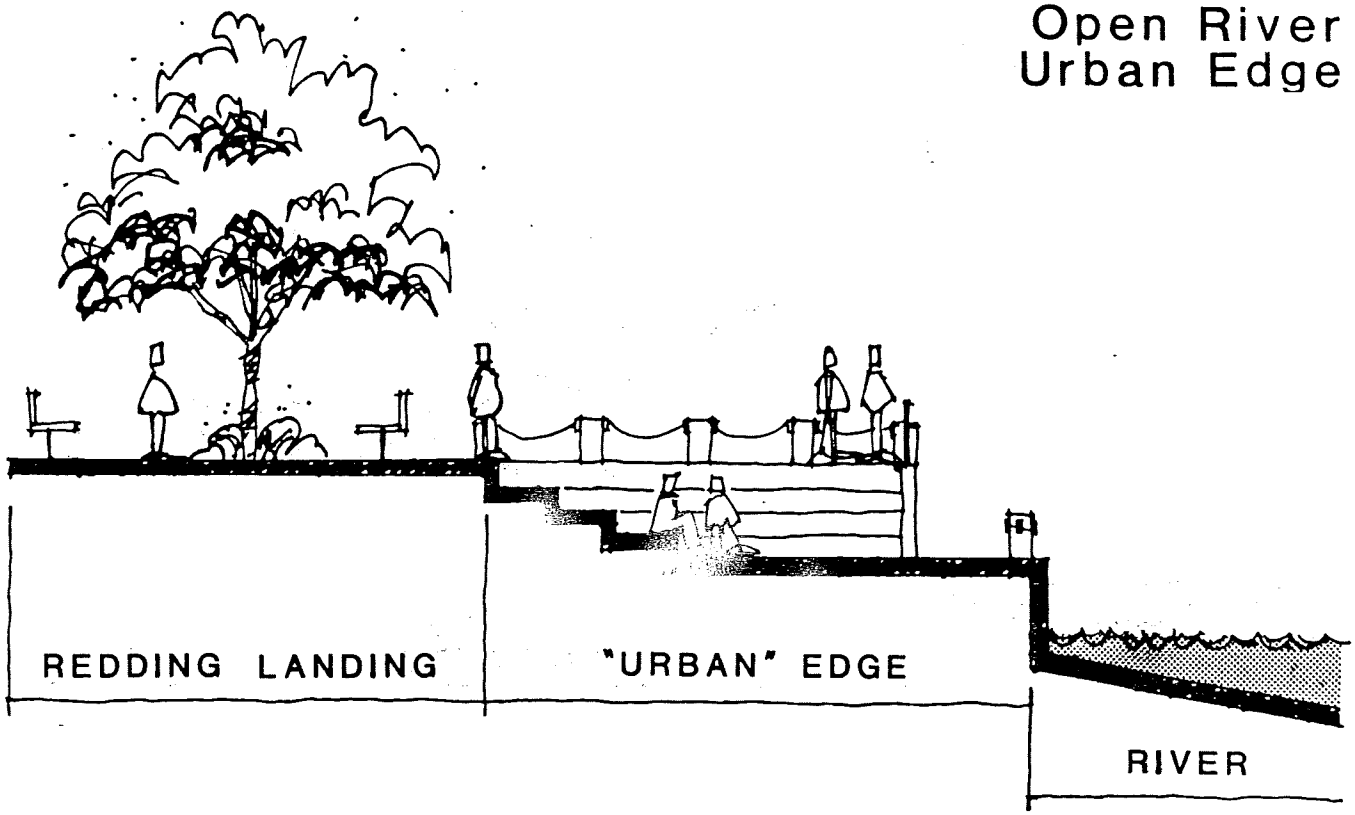


(NOT TO SCALE)

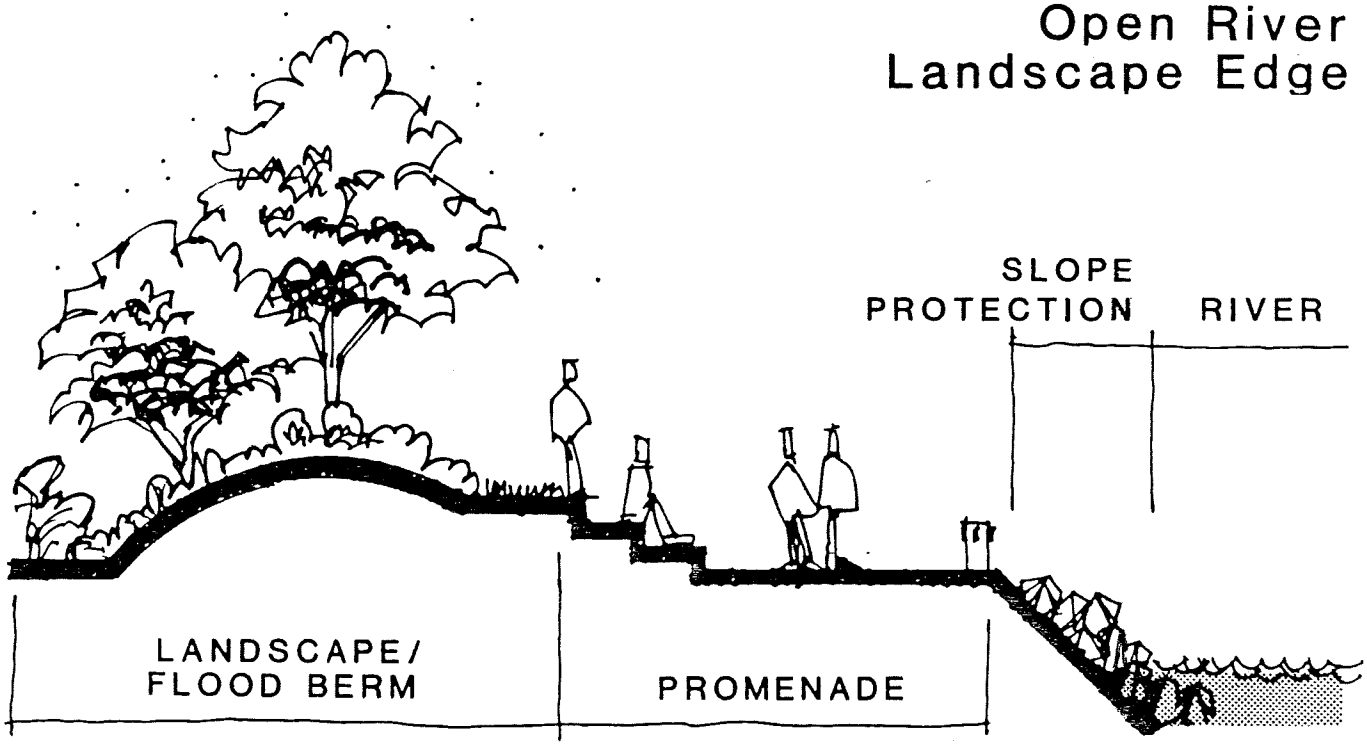
SHORELINE TREATMENT
Inland Water Edge

FIGURE 11

Open River Urban Edge



Open River Landscape Edge



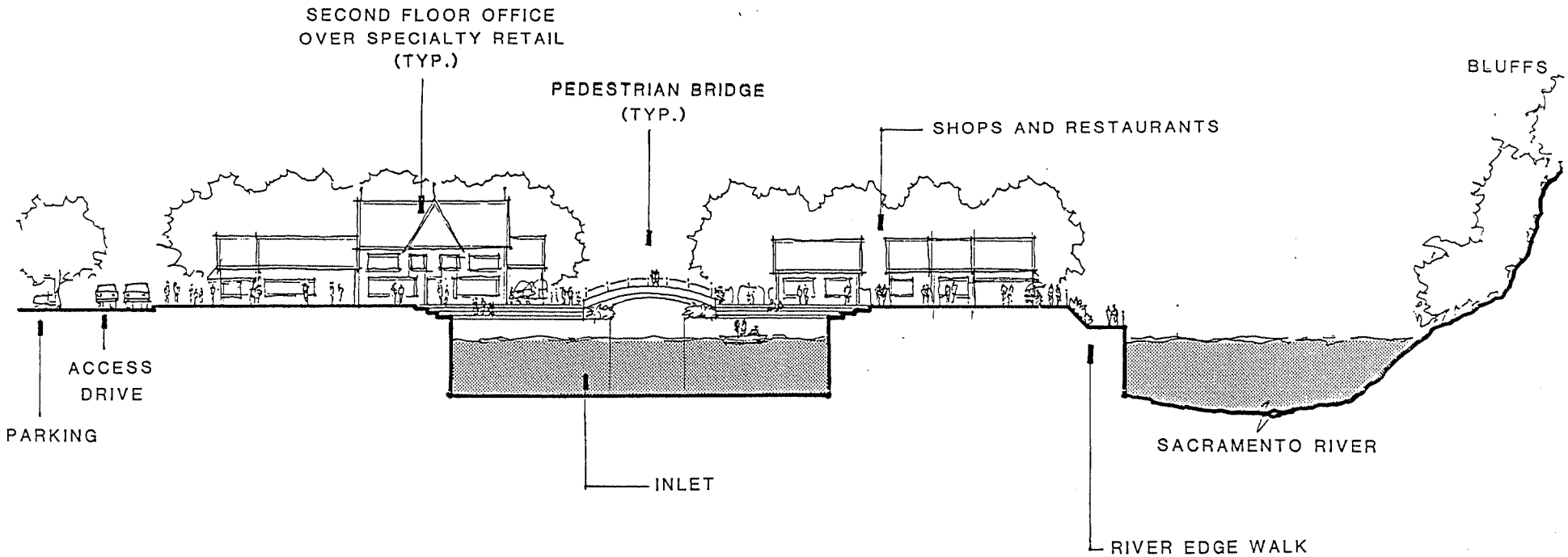
SHORELINE TREATMENT
River Edge

(NOT TO SCALE)

FIGURE 12

2.5 Riverfront Recreation Area Image. All buildings within the Park (e.g. Concessionaire Stand at the beach area Boat House) should reflect a consistent, high-quality design image which is in scale and character with a river-oriented recreation area and subordinate to the natural setting.

2.6 Design Details. Design and detailing of lighting standards, signage, benches, trash receptacles and walls and fences, bridges, and other features should reflect the recreation area design image.



SECTION C-C

FIGURE 13

SPECIALTY CENTER
ILLUSTRATIVE SECTIONS

SCALE: 1": 50' HORIZONTAL, 1":25' VERTICAL

Central Office Area

The existing "pitch and putt" golf course is strategically located in the center of the Park Marina Drive subarea, and, as such, has redevelopment potential. Although it serves recreational uses today, it is less valuable publicly than the lands immediately adjacent to the River. Also, because it is outside the 100-year flood limits and adjacent to existing office uses, it makes a logical extension of the commercial office zone. The existing golf course uses should be relocated to a new site within the Planning Area.

Objective 3: Encourage quality office uses along Park Marina Drive that take advantage of the scenic Riverfront setting.

3.1 Executive Office Development. Permit mid-scale, executive office development (up to 150,000 square feet if parking permits) on the "Golf Course" site as delineated by the Land Use Plan. Views of the River should be highlighted as part of the design. A total floor-area ratio of .75 to 1.00 should be allowed, depending on the size and scale of the development.

On the illustrative site plan (Figure 10), 2 three-story structures are shown totalling approximately 100,000 square feet. If the market indicates, a six-story building (1.0 FAR) is allowable on the southern portion of the site, provided it maintains architectural compatibility with surrounding uses and maintains view corridors. This upper range for the site would permit 150,000 square feet.

- Auxiliary uses are also permitted, including a sit-down restaurant/cafeteria and public entry or commons. Fast-food or drive-up uses would not be appropriate.

- Permitted office uses include all types of professional services, commercial services, and executive business offices.

- The offices should be sited to avoid a "wall" of buildings by varying heights and providing open corridors between structures.

3.2 Parking Structures. Permit a parking structure for the office use on the Golf Course site. This should support the adjacent office development or recreation uses across Park Marina Drive. A three-story parking structure accommodating approximately 200 cars and requiring 60,000 to 70,000 square feet is appropriate; however, the amount of parking provided will determine the amount of office area that can be constructed. In the alternative, at grade parking can be developed to support the recreation area across Park Marina and miniature golf courses on the property.

3.3 Golf Course Redevelopment. In the event the owners of the property do not seek office development, the alternative use that would be permitted is the continuation of the present miniature golf course and pitch-and-putt uses. These uses could be completely redeveloped on all or part of the site with associated parking.

Riverfront Village

The South Gateway Area has several advantages over the North Gateway for future development. First, there is considerably more vacant land available. Second, the land is adjacent to a fast-flowing and highly scenic stretch of the Sacramento River. Third, an inlet already exists which provides opportunities for future harbor development. And, fourth, the site has only two or three existing owners, each occupying relatively large and similar-sized parcels, making land assembly and unified development for the area possible.

This area is ideally suited for a specialty retail center, such as San Diego's Sea Port Village. As the Overview of Market Conditions indicates (see Appendix), a local market for such a center does exist, provided the center is an attractive, river-oriented complex that contains a unique mix of specialty goods.

Objective 4: Create an urban place on the Riverfront in the form of a very active specialty retail center--"Riverfront Village"--that integrates shopping, offices, food service, public recreation, and the unique natural setting.

4.1 Land Use Program. The specialty retail center should include from 50,000-100,000 square feet of commercial space and 50,000 square feet of ground-floor retail uses with second-floor professional office uses above. Second-floor office space could be converted to retail use over time if a market for additional retail space were to develop. Development of up to 60,000 square feet of additional office use should be encouraged adjacent to the center to the south. The available parking would be used to determine the amount of floor area that could be constructed.

The center should contain a mix of high-quality shops that provide specialty retail goods and services, including the following: specialty foods, restaurants, cafes, and food stands, clothing, shoes, hobby/special interest items, gifts, jewelry, and recreational goods. As the Overview of Market Conditions indicates, to maximize patronage, up to 40% of the retail space within the center should be devoted to restaurant and food- related uses.

4.2 Development Character. The center should be a Riverfront Village, with buildings, open spaces, and water features that contribute to its overall development character (see Figures 14 through 16). This character will result from a combination of its fundamental design elements, which include the site plan, the architectural style and building massing, and the type of landscape treatment.

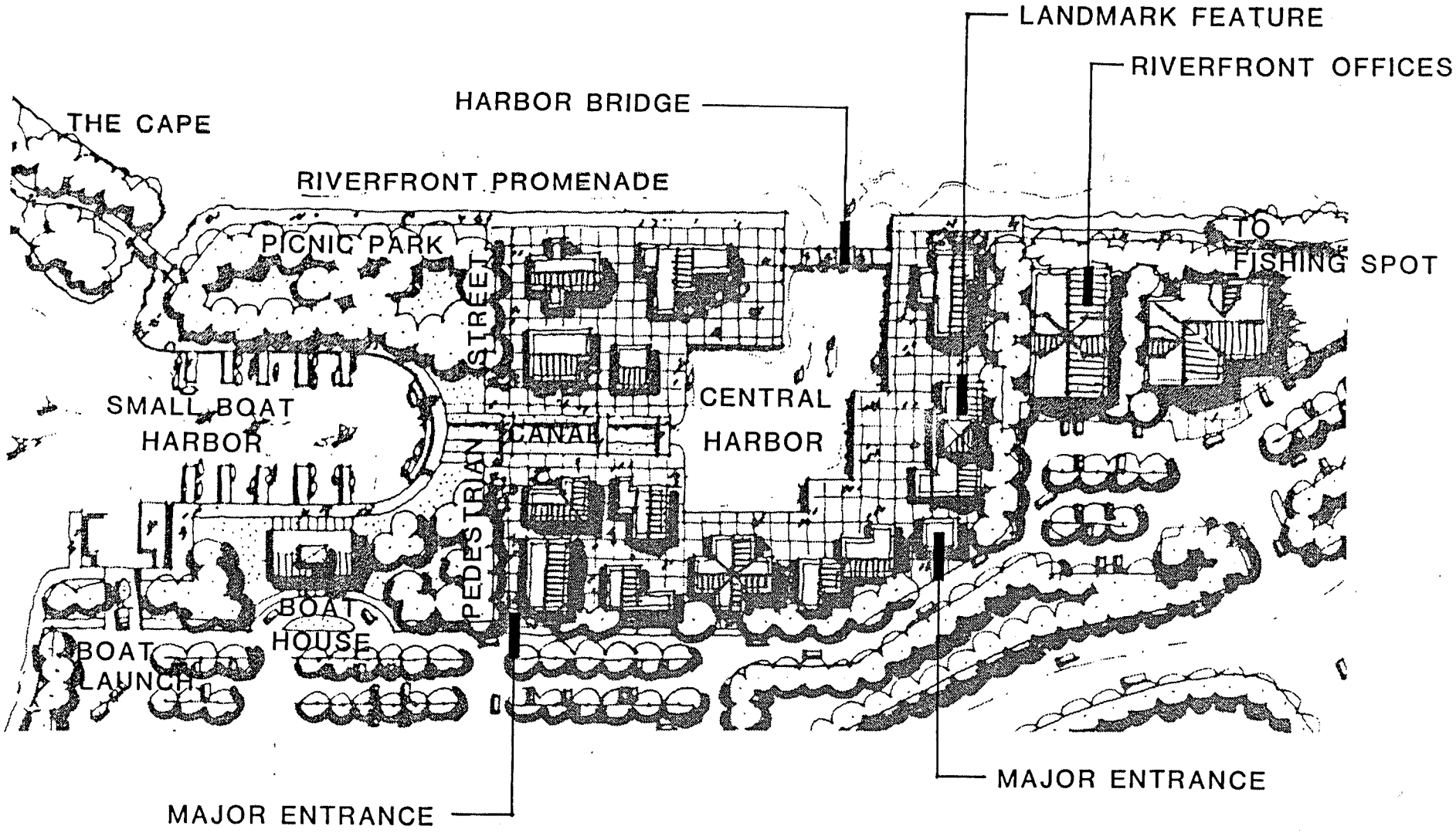
4.3 Site Plan. As the illustrated Plan shows (Figure 14), a site plan should orient buildings around a central harbor feature. Other Plan features should be incorporated to add to the center's attraction by maximizing its relationship to the water and adjacent public-park areas. Recommended features of the Center are:

Central Harbor. The existing inlet should be reconfigured to function as the the central focus of the village development. It should be an interesting visual feature in terms of its overall shape and should include different edge treatments that add to enjoyment of the water; for example, the edge of the Harbor could include areas where wide, seating-steps descend closer to the surface of the water (see Figures 15 and 16). The Harbor should be surrounded by a pedestrian walking space that varies in dimension, with some places where buildings are quite close to the edge of the water and others where more expansive open spaces are created. Outdoor eating areas should be encouraged around the perimeter of the Central Harbor. If not used as urban open space, the banks of the Central Harbor lagoon could be developed and the water area used for floating docks or boat slips

River Edge Walk/Promenade. A River edge walk should be developed that is a special feature of the Specialty Center, as well as a link in the overall Riverfront/ waterfront public-access system. This walk could be at a somewhat lower elevation than the rest of the center to provide closer contact with the cooling effect of the River as well as a sense of separation from the more active commercial activity within the center. The walk can be either on the west side or east side of the water feature.

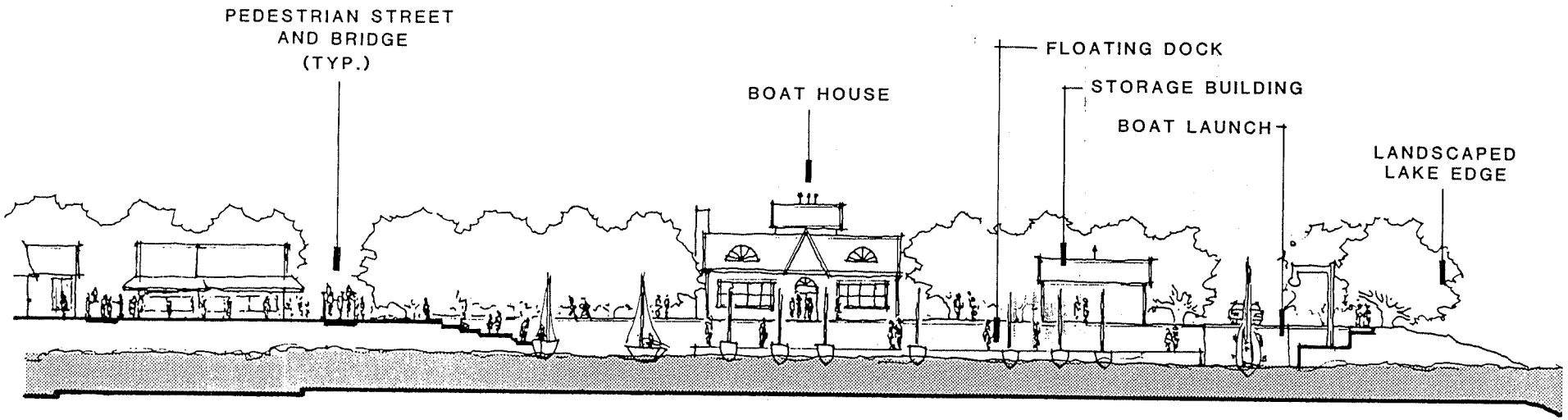
Harbor Bridge. This bridge should span the entrance to the lagoon to create a continuous pedestrian shopping circuit as well as an exciting vantage point from which to view the center and the River.

Pedestrian Street. A linear and uninterrupted pedestrian street should be developed along the north side of the center. It should form a boundary between the active recreation uses and Park areas to the north and the shopping village to the south. It should also incorporate places such as outdoor seating and/or eating areas, from which activity within the central harbor can be viewed.

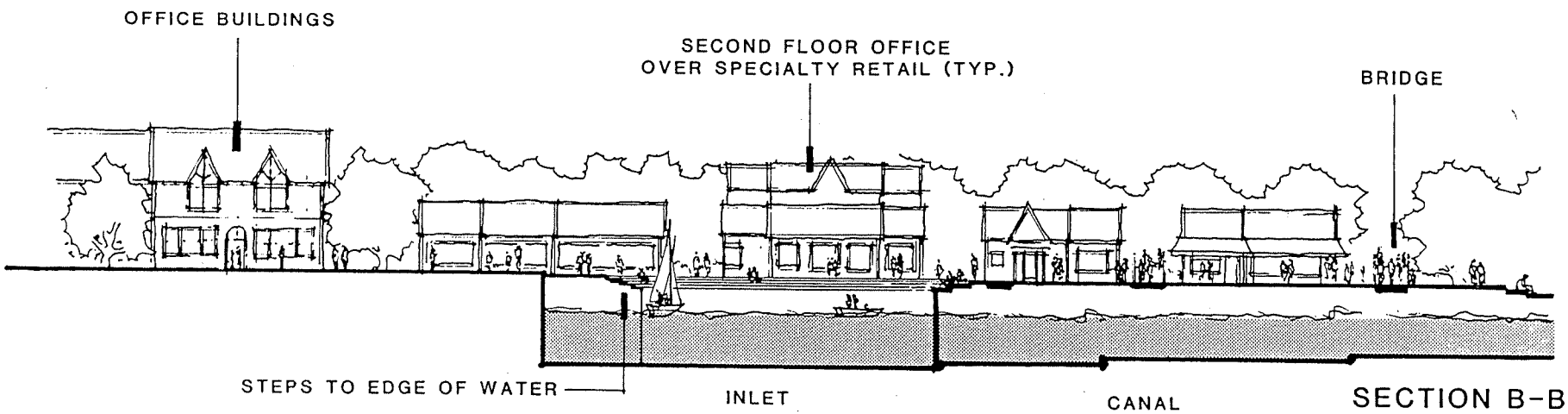


SPECIALTY CENTER
ILLUSTRATIVE PLAN

FIGURE 14



SECTION A-A



SECTION B-B

FIGURE 15

SPECIALTY CENTER
ILLUSTRATIVE SECTIONS

HORIZONTAL 1:2 VERTICAL

Canal. A canal should be studied that provides a flushing flow of water from the Kutras Lake to the Central Harbor which would also be an interesting water feature in its own right. It could incorporate abrupt changes in elevation, waterfalls, or even large boulders to create a lively visual effect. Walks should be developed along both sides of the canal, and pedestrian footbridges should span it at various points to evenly distribute pedestrian circulation and to create additional opportunities for views of water areas.

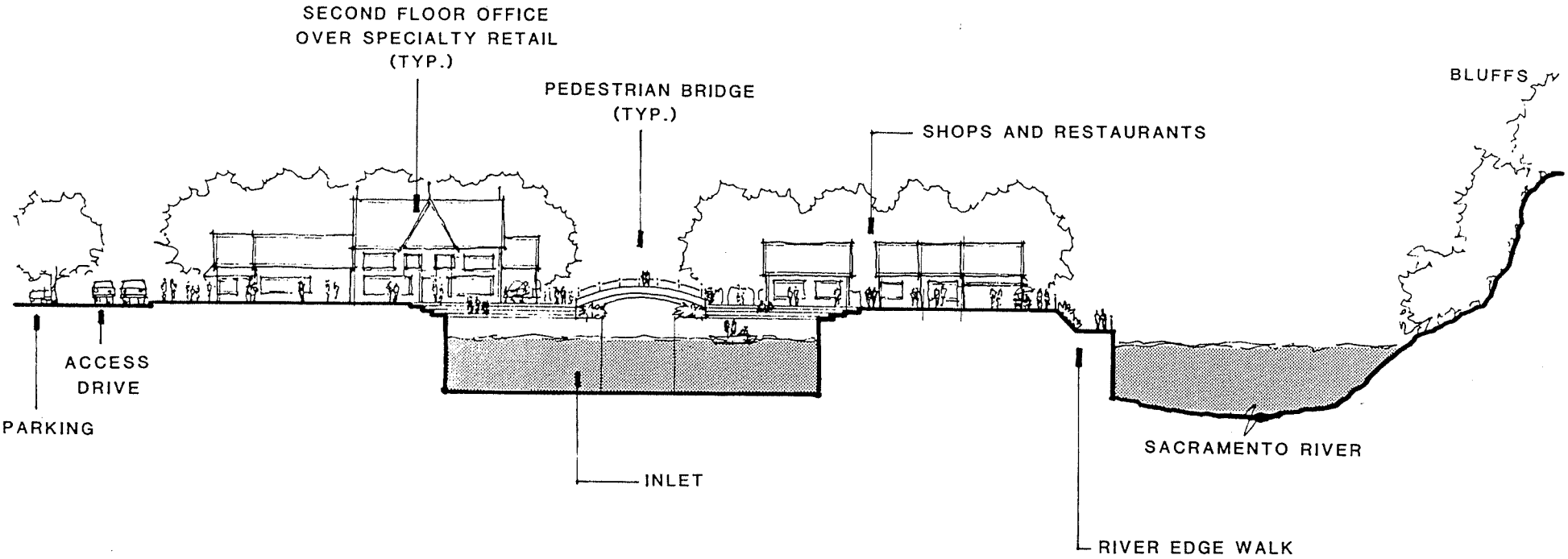
Picnic Park. The Picnic Park should be a relatively quiet area that links the more active uses of the Small Boat Harbor, the Cape Riverfront Trail, and the Specialty Center. It should be a well-maintained, shady grove from which these adjacent areas of the Riverfront can be viewed. It should contain picnic tables for use by patrons of the Specialty Center as well as by the general public.

Strong Visual Relationships. To enhance the orientation of shoppers and its overall physical image, the Speciality Center should be planned to incorporate strong visual relationships within the center and between the center and adjacent areas. For example, views along major linear features of the Plan, like the Canal or the Pedestrian Street, should be terminated by a special visual feature such as a landmark architectural element or a nicely framed view to the River or water areas.

Major Pedestrian Entrances. Two major pedestrian entrances should be developed that create a clear sense of arrival at Riverfront Village. These entrances could include architectural elements, like an arbor or information kiosk, or special landscape features, like a flower garden, that create an inviting gateway to the rest of the center. These entrances should be easily located from the parking areas and driveways adjacent to the center; their location should be clearly visible from the major vehicular-access points or at least clearly indicated by signage.

Prestige Riverfront Office Buildings. These buildings should be somewhat separate from the rest of the Specialty Center, and should be sited within the more naturalized setting that is characteristic of the Fishing Area to the south.

Parking. Parking should be distributed around the center in a way that minimizes walking distances and does not create the sense of a single, massive parking lot. The shape of the center project site lends itself to a clustered parking approach, with concentrations of parking to the north and south of the center linked by a less-extensive parking area in between. The amount of available



SECTION C-C

FIGURE 16

SPECIALTY CENTER
ILLUSTRATIVE SECTIONS

HORIZONTAL 1 : 2 VERTICAL

parking will be used to determine the amount of square footage allowed to be constructed on the site.

4.4 Architectural Style and Building Massing. The detailing and overall design of buildings within the center should combine to create an intimate village scale of development. The placement and configuration of these buildings are crucial to the character of the Specialty Center. Features that these buildings should contain or contribute are:

Identifying Architectural Feature. An architectural feature like a clock or bell tower that extends above the rest of the center should be developed to add to visibility from surrounding roads and bluff areas; it should also provide a major focus for activities and orientation within the village. This feature should be in scale with the village character of the rest of the center and be an attractive symbol of the Riverfront Village and the rest of the Riverfront area. It would be appropriate to locate the largest open space within the center adjacent to the feature.

Hierarchy of Outdoor Spaces. Buildings should be configured and sited to create a variety of open spaces; ranging from intimate "sidewalk cafe" spaces to a limited number of larger, more public spaces that can accommodate performances, arts and crafts shows, or other attractions.

Strategic Location of Retail Buildings. Larger retail tenants should be located strategically to help ensure the commercial success of the entire center. These larger tenants should be separated by smaller specialty stores and restaurants in order to distribute shoppers evenly throughout the center.

Associated Features and Details. Lighting, bridges, walkways, fences, and signage should be consistent and in design and scale with the architecture of Redding Landing. The design of these kinds of features should also be consistent throughout the adjacent public Park areas.

Prestige Riverfront Offices. These buildings should be of the same architectural design style as the buildings within the Specialty Center and the rest of the Riverfront Park areas.

4.5 Overall Landscape Treatment. Plant materials that reflect the Riverfront setting should be used consistently throughout the Specialty Center and the adjacent Park areas; typical riparian trees such as alder, cottonwood, or river birch would be most appropriate. The use of these landscape materials should contribute to a unified and harmonious appearance for the entire Park Marina Riverfront Area.

Special Landscape Areas. Within Riverfront Village, some areas should receive special landscape treatment; for example, the main entrances to the Center, the edge of the Riverfront Promenade, and the edges of the Canal could use flowering or other highly ornamental plant materials to highlight the special character of these places.

Landscaped Parking Areas. Parking areas should use shade trees and other plant materials that complement those used throughout the rest of the Riverfront. Shade trees within the parking areas should be densely planted so extensive shade is provided during the summer months. A row of trees and supporting shrubs should be used to visually separate the parking areas from Park Marina Drive and adjacent commercial uses to the west as well as from the Park areas to the north and south.

Parking Lot Surfacing. Where economically feasible, parking areas should be surfaced with materials that minimize heat absorption and glare, such as turf block or other kind of porous paving.

Supporting Areas

Several zones adjacent to the Specific Plan Area can support the land uses and policies established for Park Marina Drive. These areas are treated in less policy detail than other areas: Residential Neighborhoods and uses; Montgomery Ward Complex; Park Marina Circle; Canal Lands; and Southern End/Stone House.

5.1 Park Marina Drive Residential Frontage. Seek to preserve this area as it exists with low-density single-family uses; however, if future requests occur for office or higher residential density, apply the same architectural standards to these areas as applied to the Plan Area.

5.2 Montgomery Wards Complex. Encourage redevelopment and upgrading of the Montgomery Wards retail complex, particularly adjacent to Park Marina Drive. In the near-term, the expansion parking areas should be landscaped and improved to conform to the boulevard treatment of Park Marina Drive. In the longer-term, additional retail uses should be considered adjoining the anchor store to support the Specialty Center. These smaller auxiliary stores should be oriented toward Park Marina Drive and the River, and designed to be compatible and supporting of the Riverfront Village.

5.3 Park Marina Circle. The City should encourage a movie theater complex or other compatible commercial use in this area to support future retail uses at Riverfront Village.

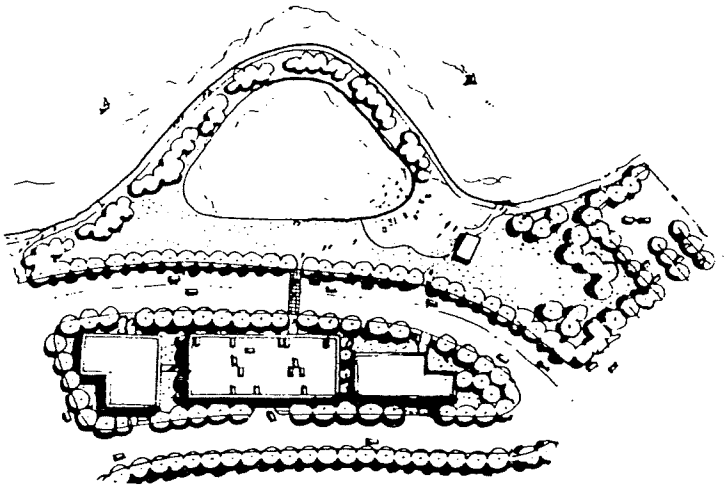
5.4 Canal Lands. The lands along the ACID Canal could support more intensive public use and beautification development once the Riverfront begins to develop. The City should consider adding these lands into the Specific Plan Area and amending the Plan, when appropriate, to establish Land Use policy in these areas.

5.5 Southern End/Stone House Area. The City should develop a primarily passive recreation park in the publicly owned parcel of the Riverfront Park after the alignment is finalized for the bridge. The City should study the future visitor-serving commercial potentials of the historic Store House as part of the planning and design for this Park area and the future extension of Parkview Avenue across the River.

5.6 Fishing Access. The City should develop fishing access below the Cypress Avenue Bridge (approximately 50 feet north and south of the bridge). The area should provide for minimal parking, seating, a trail, and native landscaping that does not interfere with convenient fishing access.

5.7 Parkview Bridge. None of the Park plans should prevent the planned Parkview Avenue Bridge crossing. Until the alignment is established, only temporary uses should be allowed in the area.

RECREATION, PUBLIC ACCESS, AND OPEN SPACE



GOAL:

Establish the river as the recreational and open space heart of the City.

B. RECREATION, PUBLIC ACCESS, AND OPEN SPACE

1. INTRODUCTION

This chapter integrates the policies for public recreation, access, and open space into one unified element. The policies are guided by the City's existing Recreation and Open Space and Conservation Elements of the General Plan, but are more specific and detailed for key areas. The policies are also coordinated with the recreation plans and programs of the relevant state and federal agencies.

2. EXISTING CONDITIONS

Informal recreation of various kinds already occurs on the publicly owned lands of Turtle Bay East and West. Existing uses at Turtle Bay West include fishing, hiking, nature study, and picnicking in the small improved area behind the Convention Center. Existing uses at Turtle Bay East include fishing and hiking, and illegal off-highway vehicle use. The River, itself, is used extensively for fishing, boating (power and other), float trips, and the like.

Bicycle travel occurs along the Park Marina designated route, and numerous visitors enjoy the private recreational opportunities available at the "pitch and putt" golf course, Aqua Golf driving range, Kutras Lake boating concession, and formerly, at the swimming-pond beach area (now closed).

Given the spectacular visual and recreational resources of the River and the River's edge, the Turtle Bay/Park Marina Drive areas are clearly under-utilized.

The City's General Plan provides the context for recreation use at Turtle Bay and along Park Marina Drive. The Conservation and Open Space Element proposes a linear Park, including a link to the Sacramento River Trail System being developed by the City from Keswick Dam south to the Planning Area. The policies of the Conservation Element encourage acquisition of lands adjacent to the River in fee title or in dedicated easements to increase public access. The City has also adopted an ordinance, which prohibits motor vehicles in unpaved areas owned by the City, to protect terrain and wildlife from damage. The City has adopted a bird-sanctuary ordinance aimed at protecting wildlife in Turtle Bay Regional Park, and the City's grading ordinance provides habitat protection.

The Open Space Element establishes much of the Planning Area as Greenway. This area includes the River banks, islands, and the River itself. The Turtle Bay Parks are classified as Improved Open Space. The City's Scenic Highways Element defines Park Marina Drive as a scenic roadway and classifies the Sacramento River as a scenic waterway, with the intent of protecting views of the land from the River.

The Recreation Element affirms the linear Park concept and requires that the City "secure (the River) as...the backbone of the Redding recreation system." Areas in and around Turtle Bay West and around the perimeter of Kutras Lake are designated for recreational hiking uses.

3. OBJECTIVES AND POLICIES

The following objectives and policies guide decisions regarding recreation, access, and open space. They are illustrated by the Open Space Framework, Figure 17, and the Land Use Plan (Figure 7).

Objective 1: Create a regional recreational, cultural, educational attraction on a portion of Turtle Bay West while preserving the Wild Area in its natural riparian condition.

1.1 Heritage Park. Develop a River Museum and Heritage Park at Turtle Bay West within the 15- to 20-acre "envelope" as defined in the Land Use Plan (Figure 7). As an alternative, locating the use in Caldwell Park or on the land north of Turtle Bay if the two can be linked by bridges and trails could be considered.

1.2 Supporting Picnic Use. Develop a picnic/recreation area along the River to serve active recreation needs.

1.3 Nature Preserve. Limit recreational use in open-space areas (Wild Area) to passive nature study, hiking and equestrian use on designated trails, and fishing.

1.4 Minimize Disturbance. Construct boardwalk, overlooks, and bridges as feasible to minimize disturbance to marshes and gravel beds throughout open-space areas.

1.5 Nature Observation Tower. Construct an observation tower near the spawning beds to provide views of the River and its associated wildlife.

1.6 Signage. Develop a consistent interpretive signage system throughout open space associated with the trails and viewing areas.

Objective 2: Create a low-intensity natural recreation area at Turtle Bay East.

2.1 Riparian Woodland. Maintain and enhance the restored riparian woodland with a natural resource management program.

2.2 Limited Vehicular Access. Continue to limit vehicular access to the site off Bechelli Drive.

Provide defined parking area and clearly defined roadways to serve the Park.

2.3 Funding for Boat Launch. Seek California Boating and Waterways funds to continue access road, build a suitable parking area, and construct a boat launch on the River.

2.4 Indian Village. Consider development of a Northwest Indian Village or Native America Museum near the riparian woodland. Study various future options to connect this area to Turtle Bay West which minimize impact to the River and edge, such as a rustic pedestrian cable ferry. Alternative locations would be in Caldwell Park, Turtle Bay West, or on land north of the River.

2.5 ORV Prohibition. Prohibit Off-Road-Vehicle (ORV) use of the site using signage and increased City Police patrol.

2.6 Trail Network. Create a defined trail network with interpretive signage to allow hiking, mountain bicycling, equestrian use, and jogging.

2.7 Golf. Seek to establish a "pitch and putt" golf course in the area south of Highway 299 between the bluff and the 100-year floodplain.

Objective 3: Create a continuous Riverfront Recreation Area east of Park Marina Drive with a variety of active and passive recreational uses.

3.1 River Edge Trail. Wherever feasible, redevelop the Riverfront Cape with River edge hiking/biking/jogging trail, lawn areas, and native landscape plantings that do not impair views to the water.

3.2 Swimming Hole. Maintain the "Swimming Hole" as a warm water swimming area or remove dike and merge area with Kutras Lake.

3.3 Harbor at Riverfront Village. Develop the inlet next to Riverfront Village in conjunction with commercial development at the site. Include a small boat harbor, lawn areas, promenade, boathouse/yacht club, and boat launch.

3.4 Bridge Connection. Connect the harbor promenade to the "Cape" with a pedestrian bridge that can be removed when flooding risks are present.

3.5 Use of the "Cape." Limit recreational use of the "Cape" to passive nature study, hiking, and fishing. Replant native riparian trees and shrubs to stabilize the sand bar, as necessary.

3.6 "Cape" Trail. Construct a trail along the Cape with interpretive signage, designated picnic areas, and overlook/fishing platforms which can withstand periodic flooding.

Objective 4: Provide trail linkages which continue the regional Sacramento River Trail through the center of the City.

4.1 Extend Riverfront Trail. Seek funds to extend the Riverfront Trail to Turtle Bay and to Parkview Avenue to the ACID Canal.

4.2 Riverfront Trail. Design a continuous Riverfront Trail system as shown on the Land Use Map.

Objective 5: Provide bicycle and pedestrian linkages to the rest of the City.

5.1 ACID Canal Trail. Continue to allow the ACID Canal to function as an informal bicycle, hiking, and equestrian trail link and consider public improvements as needed.

5.2 Bicycle Route. Phase out the formal use of Park Marina Drive as a bicycle route as the Riverfront Recreation Area is developed. Relocate the bikeway to become part of the Recreation Area. The bikeway should be informal, with a minimum width of eight feet

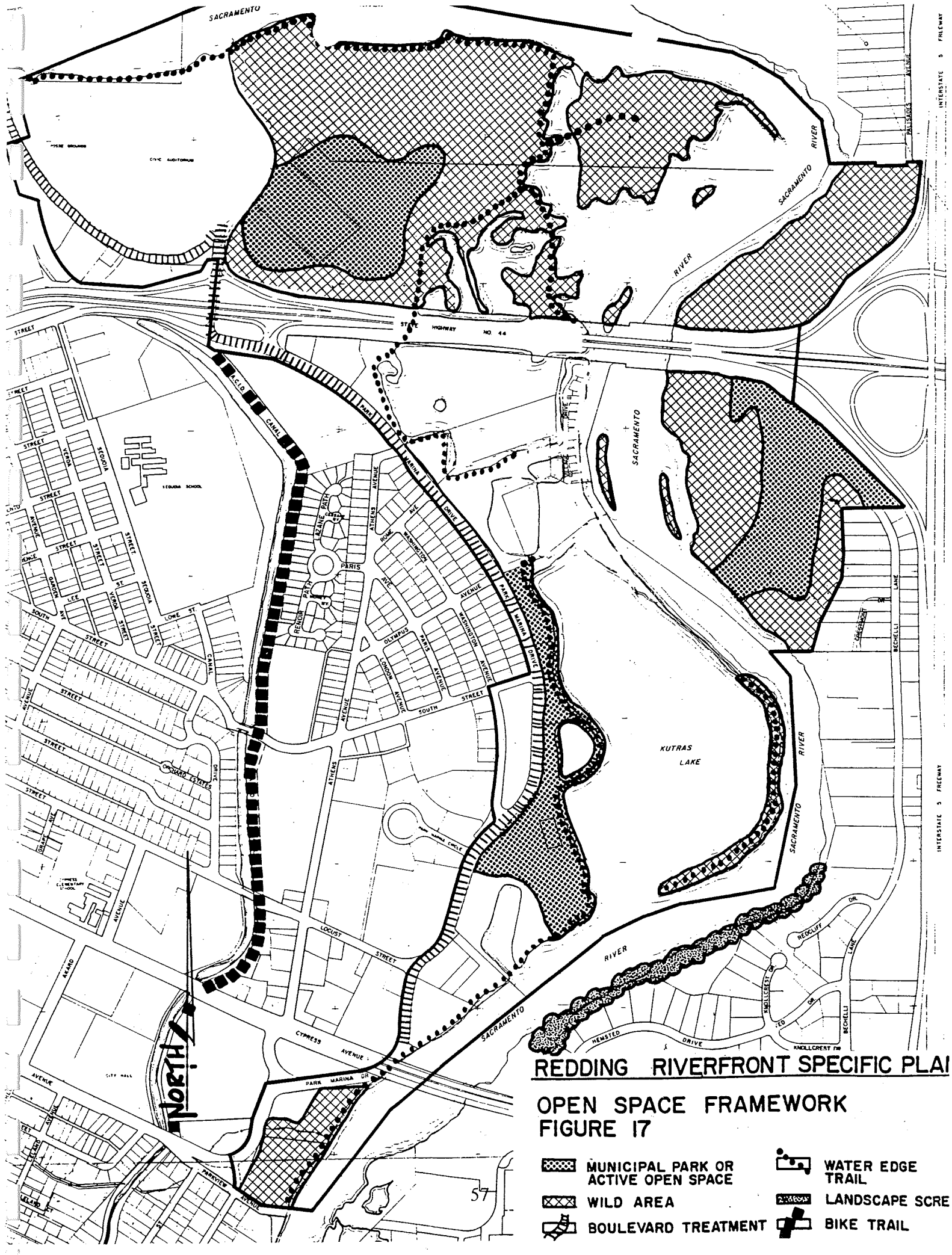
5.3 Bicycle Support Facilities. Provide bicycle racks at actively used Park areas along Park Marina Drive.

5.4 Pedestrian/Bicycle Crossing Highway 299. Determine the feasibility of a pedestrian/bicycle lane or cantilevered bike lane on the Highway 229 and Cypress Avenue bridges.

Objective 6: As feasible, provide pedestrian and bicycle linkages between Turtle Bay and Park Marina Drive.

6.1 Feasibility of Pedestrian/Bicycle Link. Determine the economic and engineering feasibility of a pedestrian/bicycle lane or cantilevered pathway along the Highway 299 bridge.

6.2 Undercrossing of Highway 299. Determine the economic and engineering feasibility of a pedestrian/bicycle "bridge" under Highway 299 to connect the River edge trail at Turtle Bay West with the trail along Park Marina Drive. Also, determine the economic and engineering feasibility of a trail linkage under the Highway 299 bridge connecting the north and south portions of Turtle Bay East.



REDDING RIVERFRONT SPECIFIC PLAN

OPEN SPACE FRAMEWORK
FIGURE 17

- MUNICIPAL PARK OR ACTIVE OPEN SPACE
- WILD AREA
- BOULEVARD TREATMENT
- WATER EDGE TRAIL
- LANDSCAPE SCRE
- BIKE TRAIL

NATURAL RESOURCES MANAGEMENT

GOAL:

Develop and use the riverfront in a manner compatible with natural resource opportunities and constraints.

C. NATURAL RESOURCES MANAGEMENT

1. INTRODUCTION

This chapter establishes policies for natural resource protection and enhancement within the Planning Area. The policies are guided by existing City policies in the Conservation and Open Space Element of the General Plan, but provide more detail and specific requirements. The policies are consistent with the land-use designations for the Specific Plan Area.

2. EXISTING CONDITIONS

The existing resource conditions that influence land-use options include topography and geology, hydrology and flooding, and biological resources.

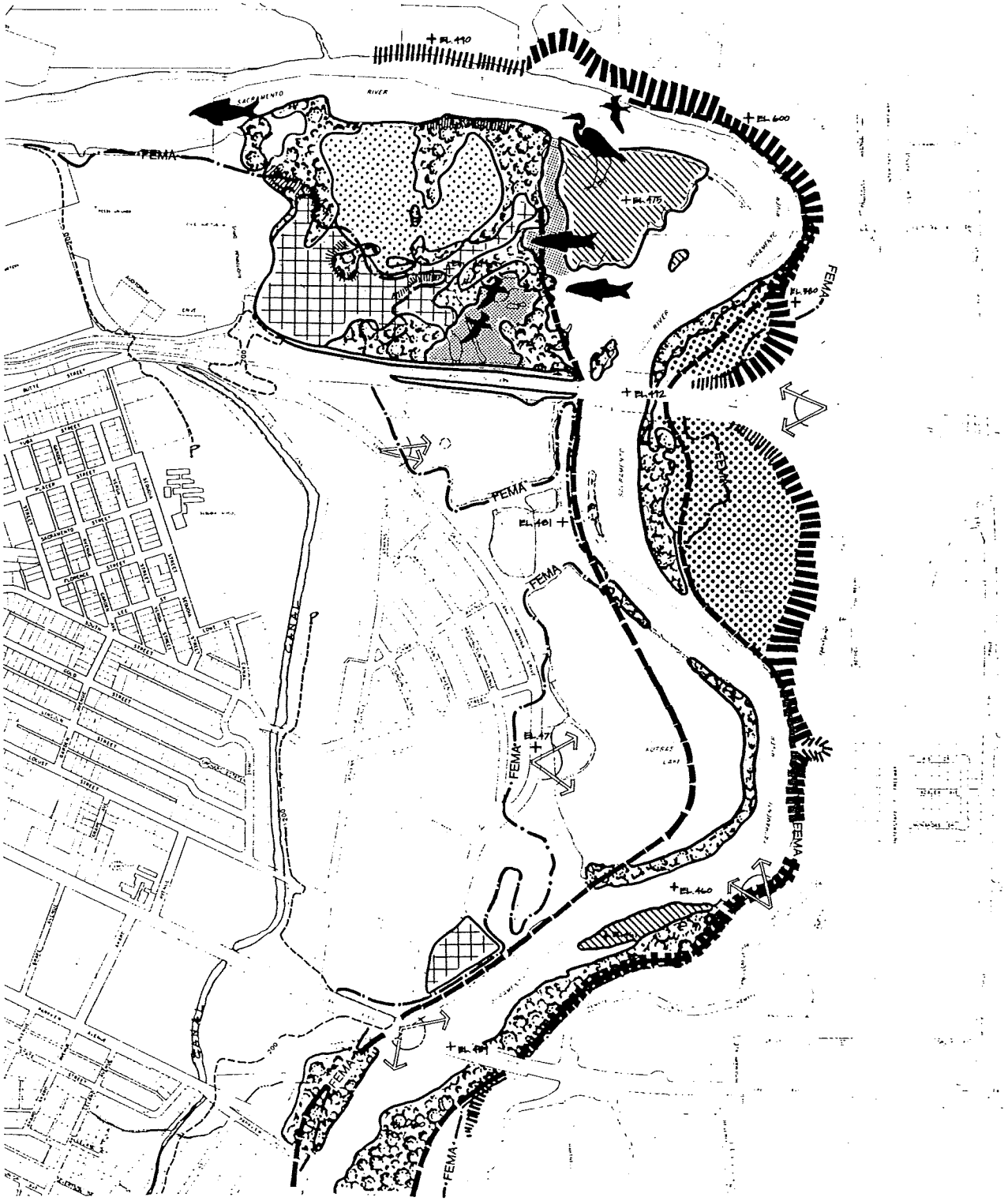
Topographic and Geologic Conditions. The Planning Area lies within the floodplain and low-lying lands adjacent to the Sacramento River. Bluffs rise to nearly 600 feet above sea level on the eastern edge of the River. The River surface elevation is 465 feet (at the Cypress Avenue Bridge). Topographic conditions have been shaped by past sand and gravel-extraction activities. Turtle Bay West is potted with ponds filled with ground water and mounds of gravels and larger stones. Distinct scarps and levees are found within Turtle Bay West and near the River's edge. River bank height varies from a few feet to up to 15 feet on the western side. The bluffs on the eastern side are nearly vertical and are composed of highly erodible materials.

The lands along Park Marina Drive are relatively flat. Substrata are predominantly sand and gravel and major areas of fill (both engineered and non-engineered) supporting existing structures. The banks of the lakes are steep and easily erodible. Reshaping these edges and recompacting uncompacted fill is necessary prior to new construction.

The Redding area experiences relatively low seismicity. Within Shasta County nearly all of the earthquake activity has occurred in the highlands areas near Lassen Park. No known faults or fault zones are located within the Planning Area (or within City Limits).

Hydrology and Flooding. The hydrologic characteristics of the Planning Area are complex and have considerable influence on future land-use decisions.

Two flooding boundaries are shown on the Natural Features Map (Figure 18). The interior boundary is the current 100-year floodplain as defined by the Federal Emergency Management Agency (FEMA). This line represents the flood water levels



REDDING RIVERFRONT Specific Plan

NATURAL FEATURES

Legend

- FEMA — LIMIT OF F.E.M.A. FLOOD-PLAIN — SOURCE: CITY OF REDDING
- LIMIT OF 100 YEAR FLOOD-WAY — SOURCE: DIV. OF WATER RESOURCES
- 200 — LIMIT OF 200 YEAR FLOOD-PLAIN — SOURCE: CITY OF REDDING
- BLUFF AREAS
- NATURAL UNITS
  - RIPARIAN FOREST
  - RIPARIAN MEADOW/BRUSH
  - OPEN OAK SAVANNAH
  - DISTURBED AREA
- RIVER SAND & GRAVEL
- MARSH & POND AREA
- CREEK CHANNEL
- MAJOR VIEWS
- SALMON SPAWNING AREA
- ROOST OR NESTING AREA
- EL. 461 — ELEVATION — SOURCE: CH2M HILL

0 200 500 1000

The Planning Collaborative, Inc.
PLANNING and URBAN DESIGN

Supported by:
[illegible]

FIGURE 18

observed during the 1974, 100-year release from Keswick Dam of 79,000 cfs (cubic feet per second). There is a 63 percent chance that one or more such releases would occur in any 100-year period, or a 26 percent chance that one or more such release would occur in any 30-year period. Only once in the past 25 years has the Bureau of Reclamation released the full 79,000 cfs. from Keswick Dam, although releases of 75,000+ cfs. have occurred five times since 1963.

The outer boundary on the map is the 200-year event, roughly defined as a release of 180,000 cfs from Keswick Dam. Although the probability of such an event is low, it would cause widespread, but shallow, low-velocity flooding over most of the Planning Area.

Existing City-wide policy guiding development within floodplain areas is illustrated by the Flood Plain Zone diagram (Figure 19). The creek tributary to the River within the Study Area is the highly disturbed Calaboose Creek near the Cypress Avenue Bridge. The Creek may have potential for landscape restoration. The A.C.I.D. Canal is also relevant to planning in the Study Area. It carries irrigation water to farmland south of the City. Its banks are used informally for hiking, biking, horseback riding, and as a visual resource.

Biological Resources. The Planning Area encompasses rich and varied vegetation, communities, and wildlife habitats. To summarize these values for planning purposes, a set of "Natural Units" were delineated for all non-urbanized lands (see Natural Features Map, Figure 18). These units were determined from aerial photography and site visits.

The Sacramento River channel and associated sand and gravel beds harbor populations of rainbow and brown trout and four species of salmon. Principal spawning areas are just upstream from the Planning Area, but spawning salmon are abundant in all of the pools and shallow riffles in and around Turtle Bay. The fishery is equally valuable from an economic perspective. A recent BLM Study estimates up to 80,000 recreation hours per year are spent fishing on the Sacramento River south of near Jelly's Ferry.

Other valuable water areas of fresh water include marsh habitat adjacent to the River at Turtle Bay West and Motel Lake, open-water lakes at Park Marina Village, Lake Kutras, and the swimming hole along Park Marina Drive. Although these low-lying areas were originally created by extraction operations, they have become wildlife habitat. Motel Lake, with a 20-foot opening to the River, is habitat for juvenile and adult trout, while Kutras Lake supports a rearing habitat for juvenile salmon. The shoreline and water of both lakes provide nesting, resting, and feeding habitat for shorebirds, gulls, and

waterfowl. The marshes of Turtle Bay West support a rich population of shorebirds and waterfowl. Osprey are known to forage in the ponds. These lakes have potential for enhancement.

The riparian habitat is divided into woodland, made up of canopy trees such as cottonwood and shrubs made up of willow, toyon, manzanita, and blackberry. The riparian habitat along this portion of the River supports approximately 138 species of bird, 13 species of furbearers, rodents, black-tail deer, and various nongame species. The riparian zone covers much of Turtle Bay West, the peninsula of land separating Kutras Lake from the River, and the River's eastern edge.

Other natural units are the open oak/grassland of Turtle Bay East and disturbed or graded areas scattered throughout the Planning Area. The open oak is important for bird and deer habitat and as a visual resource. Off-road vehicles and hikers have created roads and trails in this area. The bluffs and cliff areas support a densely-populated nesting area of bank and cliff swallows.

3. OBJECTIVES, AND POLICIES

The following objectives and policies respond to the issues and conditions described.

Objective 1: Preserve and, where possible, restore significant ecological habitats (open water, spawning beds, marshes, riparian forest) in Turtle Bay.

1.1 Wild Area Access. Limit access to the Wild Area in Turtle Bay to pedestrian use. Construct clearly delineated trail and signage systems to direct visitors away from sensitive areas and to identify the significance of such zones.

1.2 Boardwalks and Overlooks. Construct boardwalks, overlooks, and bridges to allow pedestrian viewing of spawning areas, marshes, and sand/gravel beds. Determine exact location and design of such features as part of a Master Plan for development of the property.

1.3 On-Going Resource Management. Develop a permanent management program for the riparian areas involving selective thinning, replanting, brush and debris clearing, and monitoring. The goal of the program should be to enhance the natural restoration process so that the Wild Area can become a mature riparian forest.

1.4 Funding. Seek State Fish and Game funding for restoration of spawning beds and associated interpretive and educational features.

1.5 Regrading. Re-grade debris and landfill near the entry of the Wild Area as part of development. Use this material and other fill as necessary to ensure that the site (15-20 acres) around the Monolith is above or protected from the 100-year flood level.

Objective 2: Minimize future flooding risks with an integrated program of floodplain zoning, flood-proofing, and flood-control improvements.

2.1 Existing Policies. Adhere to the existing City and Federal policies with respect to floodway, flood fringe, floodplain, and flood-insurance zone as shown in Figure 17.

2.2 Fill. Prohibit fill into existing year-round water areas unless it is mitigated by an equal expansion of the year-round water area on the same parcel. For example, if two acres of water surface are filled, then an additional two acres of water-surface area

must be created. This action would be subject to the findings listed under Objective 4.1, that the replacement water area is equal in scenic quality to the removed area, and that the filled area could be used as recreation or park. Any fills into the existing water area shall not exceed an elevation of 464 MSL and shall be covered by a nonbuilding deed restriction or easement.

An exemption to the prohibition may occur in the area depicted as the swimming hole. Partial or complete fill of the swimming hole may occur subject to the following:

a. The fill does not exceed the height of the existing dike.

b. An easement is provided along the recreation area shown on Figure 7 and is dedicated to the City.

c. An easement for construction of a viewing platform or overlook is provided next to Kutras Lake north of South Street.

d. The leaseholder shall grant an easement to the City that prohibits all uses other than recreational uses on the area of the swimming hole. The intent is to maintain the area as a beach or grass area.

2.3 Required Elevations. Ensure that all structural improvements are raised above the 100-year (FEMA) flood-protection line. If the project designer can demonstrate flood-proofing and/or other building improvements to secure 100-year flood protection, then this can be substituted for filling fill dirt to raise the structure.

Objective 3: Protect and enhance major public views to the River, lakes and bluffs.

3.1 View Corridors. Maintain view corridors to the River (or lakes) from Park Marina Drive by allowing buildings only in locations designated on the Land Use Plan and only to the height and bulk allowed.

3.2 Restore Views. Restore public visual access to the River along Park Marina Drive through an integrated program of acquisition, demolition of structures and Park improvements as set forth in the policies contained in the Land Use chapter.

Objective 4: Protect and enhance water quality in the lakes along Park Marina Drive.

4.1 Discourage fill, bank, or channel modifications unless it can be found that such modifications to any of the lakes shall result in all of the following:

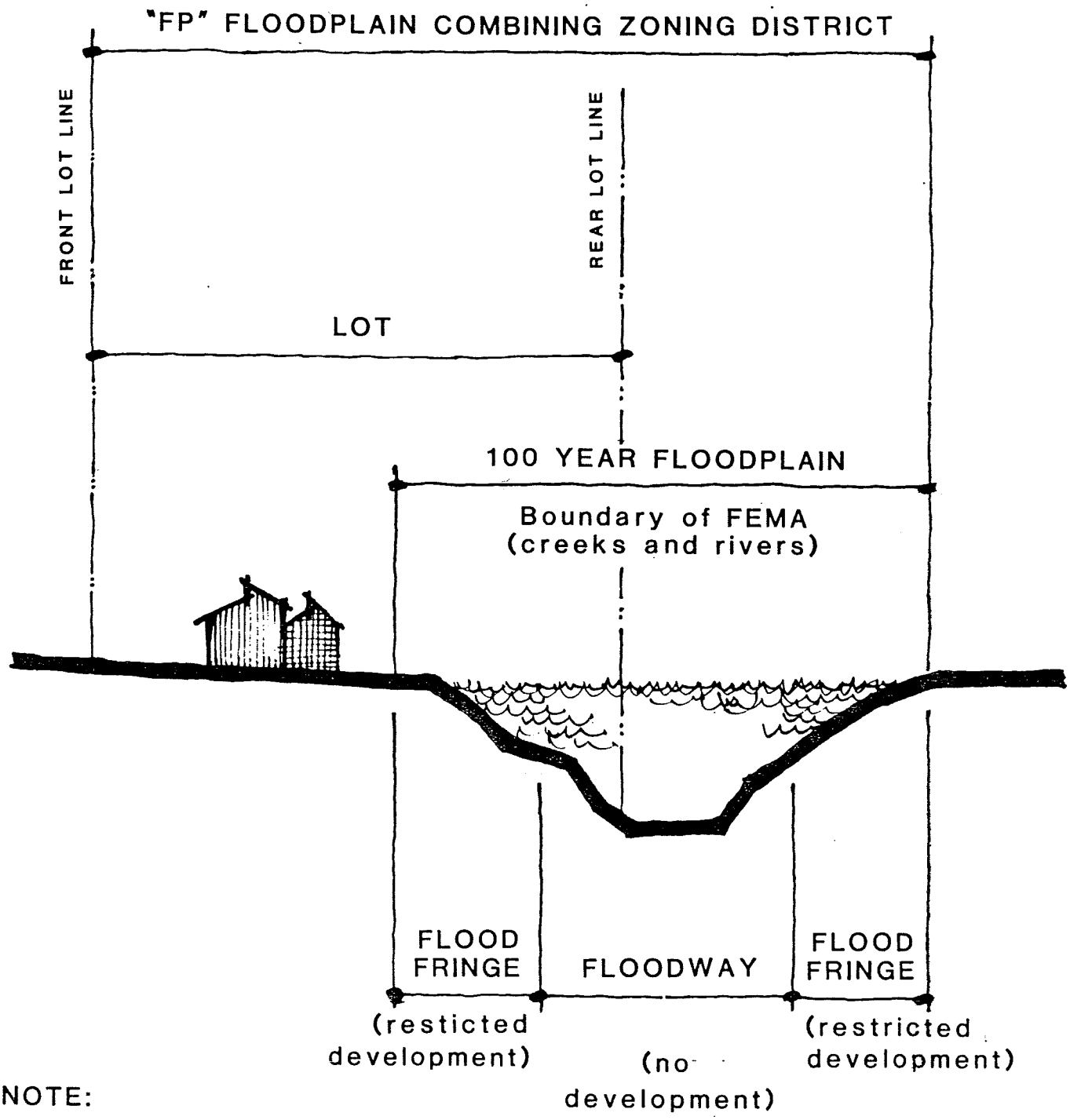
a. A deepening of the lake.

b. Improved fish and wildlife habitat.

c. Prevention of additional silting of the lakes.

d. The 100-year flood elevation will not be raised to any measurable degree.

e. The work complies with the City's Floodplain Ordinance.



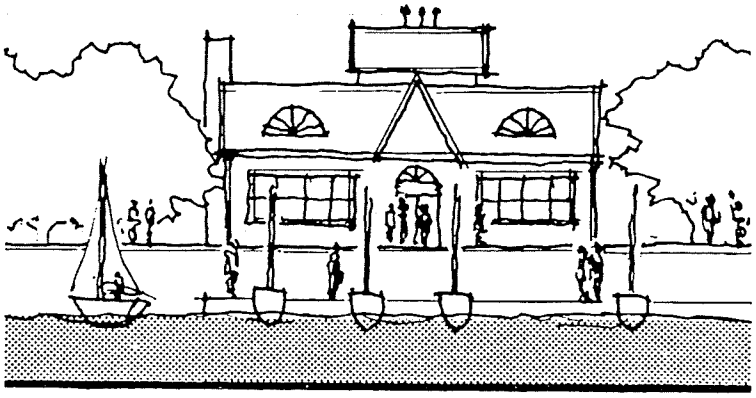
NOTE:

Buildings are required to be setback 30' from the edge of the floodplain and elevated 1' above the flood level of the floodplain.

FLOODPLAIN POLICIES

FIGURE 19

COMMUNITY DESIGN



GOAL:

Create an image which reflects Redding's natural and historic heritage and its emerging role as the urban center of the region.

D. COMMUNITY DESIGN

1. INTRODUCTION

This chapter establishes policies to guide the design and visual quality of the Planning Area. This includes guidance for architectural and landscape elements on both public and private lands, streetscape improvements, Park and open-space design character, and protection and/or enhancement of desirable, existing features. The policies are consistent with the City's Scenic Route Element, Conservation and Open Space Element, and those policies in the Land Use Element related to design.

2. EXISTING CONDITIONS

The design character of the study area can be described as the way the visual elements--views, buildings, landscape, roads, land uses, and entrances--combine to create a distinct "place."

Views. Entering the City from the east on Highway 299, the River and its majestic valley are the dominant visual images to the traveller and resident. Similarly, crossing the River on the Cypress Avenue Bridge provides direct River and Park views upstream and downstream. From the bluffs, there are panoramic views, but few public-access points to take advantage of them.

Aside from these opportunities, there are few public places to stop and view the River as it passes through the Study Area. Along Park Marina Drive, the River channel is only visible from the roadway near the southern end of the Study Area off Parkview Avenue or when passing under the Cypress Avenue bridge. This latter location gives a particularly powerful view of the roiling waters. Along much of the rest of Park Marina Drive, views are either of the lakes and marshes, or because of the low elevation of the road, of the cliffs and bluffs beyond the River. The residential neighborhood west of Park Marina Drive has some view of Kutras Lake and the bluffs beyond, as does some of the commercial development along the roadway. The residences in Park Marina Village or the Trailer Park have direct views of the flowing River.

From Turtle Bay West, the dense riparian vegetation screens the River, although a short hike to the tops of former levees allows close River vistas. From Turtle Bay East, the River is highly visible. Panoramic views are available at the top of the Turtle Bay East entry road at the end of Bechelli Road and on the north end of Palisades Drive.

Other significant views are those from residences, restaurants, and offices on the bluffs looking west toward the Planning Area.

Turtle Bay West. Turtle Bay West is divided into approximately 110 acres of reforesting riparian lands along the River and the 30 acres of flat, graded area containing the Monolith. Auditorium Drive, which provides access to Turtle Bay West and the Convention Center, is treeless and does not offer a strong, visual image. The Convention Center and its neatly landscaped grounds are in contrast to the riparian forest along the River. This transition could be softened with additional tree plantings around the Convention Center and along Auditorium Drive to provide a clear visual distinction between Turtle Bay Regional Park and the Convention Center area.

The Convention Center, due to its size and prominent location, overshadows the other buildings along Auditorium Drive. Its bulk and architectural style of large concrete slabs and functional appearance evokes the "Monolith" and its historical importance. This image creates a distinctly urban and "civic" character. To build on this character, new structures immediately adjacent to the Convention Center could reflect and enhance the architectural image. Across Auditorium Drive, however, transition to the natural Park will require extensive landscaping and a less urban, more rustic architectural image.

Park Marina Drive. The entrance to Park Marina Drive from the north is off the Highway 299 off-ramp, and from the south, off the Cypress Avenue Bridge.

Proximity to the River under the Cypress Avenue Bridge makes for a particularly vivid visual image. Different stretches of Park Marina Drive have distinctly different forms of development and as a result tend to have a "patchwork" quality. Two general scales of development tend to be at odds. Smaller-scale, cottage-like residential development, that includes a significant amount of vegetation and/or a close relationship to water, is side-by-side with commercial development surrounded by expansive asphalt-parking areas and has virtually no relationship to the adjacent bodies of water.

The setback of buildings and the way they relate to the roadway also differs widely. Single-family residential houses north of South Street are close to the road edge, as is the motel near the 299 off-ramp.

The shopping center and commercial development along the east side of Park Marina Drive are set back behind large parking lots. The shopping center that includes Montgomery Wards does not face Park Marina Drive. The blank rear side of these large buildings, including service and loading areas, is clearly visible across a paved expanse and gives the impression that here Park Marina Drive is a service road.

The curve of Park Marina Drive, itself, tends to focus views toward the waterfront areas, but existing development in some locations tends to block these views. In other locations, large filled areas are vacant or covered with scrub vegetation that tend to obscure views or divert attention to more visually attractive sights.

Building types within the Park Marina Drive subarea range from trailer homes and small, wood-frame houses, to garden apartments, concrete and steel shopping centers, and trailer office buildings. As a result, there is not an overall architectural style that offers a sense of unity to Park Marina Drive. However, a number of the buildings along the Riverfront do use similar materials, such as heavy-timber framing with wood siding. This provides a sense of coordinated development.

Across the River, offices and residences on top of the bluffs are visible from many points within the Planning Area. They are two- to three-story structures that create a walled effect in some locations because of their end-to-end placement.

3. OBJECTIVES, POLICIES, AND GUIDELINES

The following objectives, policies, and guidelines will articulate the design character of the Planning Area. Detailed guidelines are supported by the accompanying graphic illustrations. Many of the specific design policies associated with particular land uses--the Speciality Center, the North Gateway area hotel, the golf course site offices--have been defined in the Land Use Plan chapter. Presented here are typical design policies and guidelines for lake and River edges, the boulevard, and new private commercial development.

Design guidelines for the River Museum and Heritage Park and the Riverfront Recreation Area are also articulated in the Land Use Plan.

Objective 1: Protect and, where necessary, enhance River and lake edges for maximum public use.

1.1 Natural River Edges. Maintain or restore River edges to a natural landscaped state, except in the specialty retail area, where a more formal urban edge should be designed. Use of walls may be necessary to minimize erosion potential. Examples are provided in Figures 11 and 12.

1.2 "Urban" River Edges. At the retail area, maximize public access to the River edge, where erosion and flood constraints allow, using steps, docks, bridges, piers, and overlook platforms.

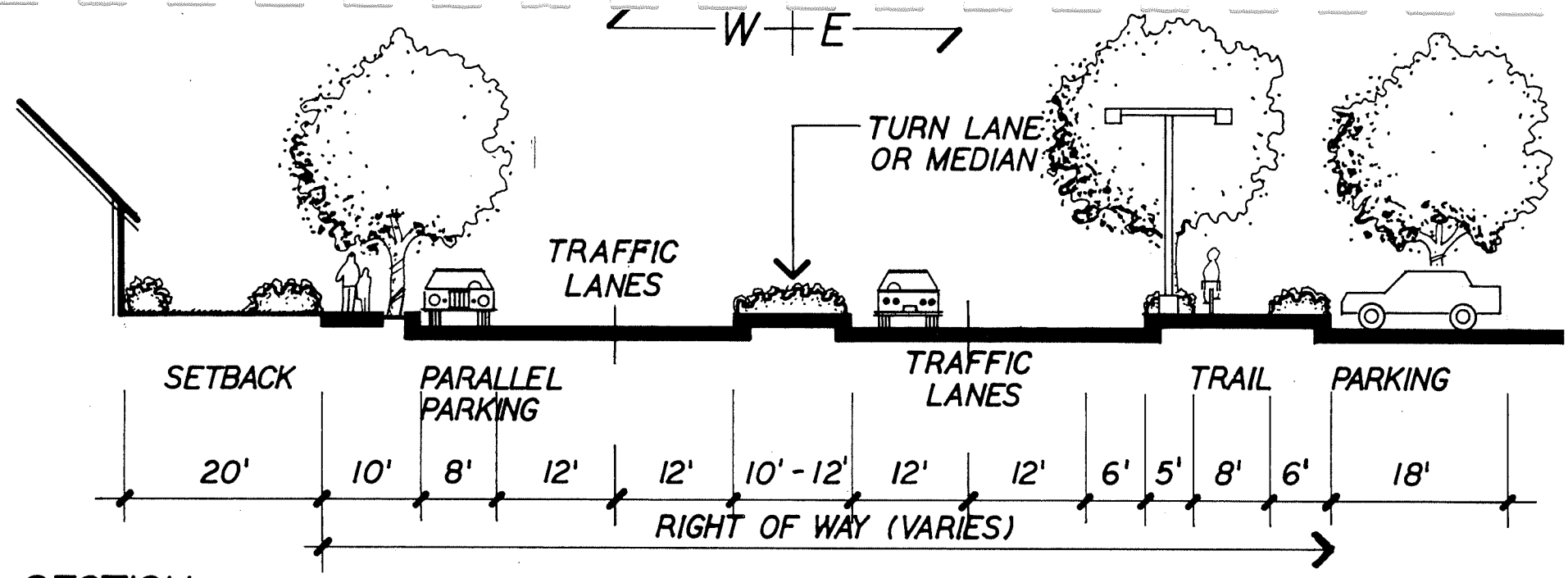
1.3 Lake Edge Grading. Regrade the edges of lakes and ponds to a maximum slope of 25% (4:1). All lake-edge slopes should be planted with suitable ground cover to limit erosion and enhance visual quality.

1.4 Lake Access. Create a diversity of public-access opportunities to the three "calm-water" lakes, including landscaped natural edges, urban edges using steps and platforms, and beach areas, where appropriate.

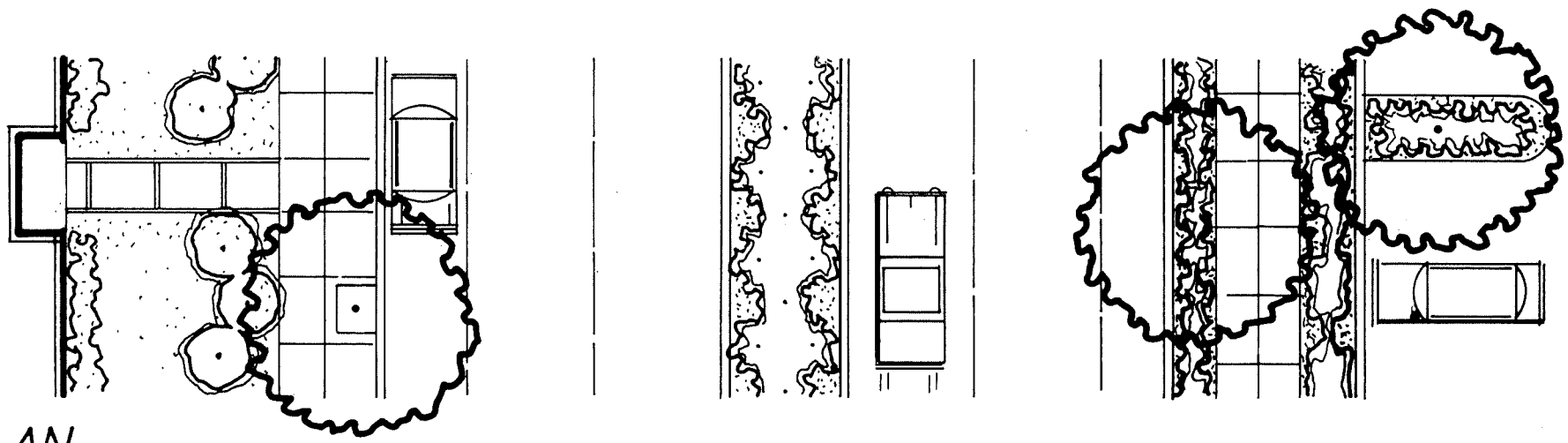
Objective 2: Develop Park Marina Drive and Auditorium Drive as a continuous Riverfront Parkway.

2.1 Boulevard Treatment. Improve Park Marina Drive as a Riverfront boulevard with formal rows of street trees on either side and an improved pedestrian and bicycle route and sidewalk along both sides.

Specific design guidelines for the boulevard are shown in Figure 20.



SECTION



PLAN

PARK MARINA DRIVE STREETSCAPE

FIGURE 20

- Each building shall have an average setback of 30 feet, provided the minimum setback from the boulevard is 15 feet.

- A 10- to 20-foot-wide sidewalk/planting edge should be maintained on both sides of the boulevard to accommodate a 6- to 8-foot-wide sidewalk/bikeway and 3- to 4-foot-wide tree-planting strip.

- Street trees should be broad-headed, canopy trees (e.g. London Plain Tree, Evergreen Ash) and spaced 20 feet on center.

- A bicycle/jogging path should be developed to the east of the boulevard in the River Park. It should be a minimum of eight feet wide and made of decomposed granite or paved. It should be informal and allow Park users convenient access to key recreation features.

- Parallel parking should be prohibited along Park Marina except adjacent to the existing single-family areas.

- A planted median should be developed in selected locations to improve traffic safety - along the North Gateway adjacent from the hotel and along the retail area. In other locations the right-of-way width may be insufficient for a median.

- The landscaped Park edge should be used as a flood-control berm to protect the Boulevard.

2.2 Auditorium Drive. Improve Auditorium Drive with similar street trees, curb, sidewalk, and landscaping as Park Marina Drive to provide a continuous parkway design image through the Planning Area.

Objective 3: Promote quality private development along Park Marina Drive that takes advantage of the Riverfront setting and relates to a unified design image.

3.1 Site Lay-Out. Site plans for new development should maximize the visual and recreational values of the River and lakes. Views from buildings should be oriented toward the water, and public gathering areas and open spaces should be oriented to the Riverfront Park. Site plans should provide for convenient ingress, egress, and parking and clearly articulate pedestrian from vehicular access ways. Parking areas should be conveniently sited for convenient pedestrian movement between cars and shops or offices.

For buildings and uses approved near the River or lakes, the following must be found to be in evidence for approval to occur:

- The waterway must be made accessible.
- The area around the water must be made into an attractive people place.
- There must be activities and reasons for the people to go to the area.
- Individual place identities should become secondary to the identity of the whole.
- Provision and priority must be made for water-dependent uses in addition to uses relying on water as an amenity.
- The development should relate back to the landward side as well as to the water side.

3.2 Height and Bulk. The height and bulk of all public and private buildings shall combine to create a compatible appearance along the west and east sides of Park Marina Drive.

- Narrow "landmark" elements such as tower buildings, spires, or other distinctive design features are allowed as part of the hotel or Redding Landing.
- Building widths and heights shall be varied to avoid a "wall" of structures impairing River/lake views.

3.3 Architecture. Architectural design should reflect a consistent high-quality image.

To that end, architectural review shall be required for all buildings developed within the Plan Area, including both public and private buildings. Architectural review shall include new construction, exterior remodels of existing buildings, and building additions and shall address the following:

- Exterior building materials and building orientation.
- Signage.
- Landscaping.
- Parking areas.

- Specific Plan policies.
- View corridors and public access.

It is not the intent of architectural review to prevent individuality of design or unique designs, rather it is to assure high-quality construction, sensitive treatment of the water's edge, consistent architectural materials and elements, nominal signage, implementation of policies in the Plan, pleasing landscaping, and protection of property values.

The key elements of architectural requirements are:

- Peaked roofs.
- Concrete or concrete-looking exteriors in the Turtle Bay area.
- Stucco, cobble, or wood siding in the Park Marina Drive area.
- Gables, dormers, and porch entries.
- Large picture widows, with or without panes.
- Roof overhangs.
- Metal roofing.
- Monument-style signage.
- Nighttime illumination of buildings, landscaping, walkways, and parking areas.

3.4 Landscaping. Landscape treatment should also be compatible with the Riverfront Park and contribute to a cohesive Parkway image. Primarily native or naturalized trees, shrubs, and ground cover should form the basis for landscaping around new structures. The proposed landscaping should tie into the Park landscaping where public and private land meet. Accent trees and flowering shrubs should be used at entries and prominent street-frontage sites to provide diversity and color spots.

3.5 Signage and Site Details. Develop a unified signage and site-details design program for the Riverfront to reflect a compatible design style to the elements of the Riverfront Park. This includes benches, fences, walkways, signage, trash receptacles, and other outdoor features.

The signage program should include a consistent logo reflecting the area's unique setting and River orientation and be in keeping with the architectural style of the boulevard. The lamps and lighting used should reflect an appropriate historical era in Redding and fit with the scale and style of architectural detailing. The precise color, style, size, and design of the lamps and other details should be determined in the design development of the Park or initial buildings.

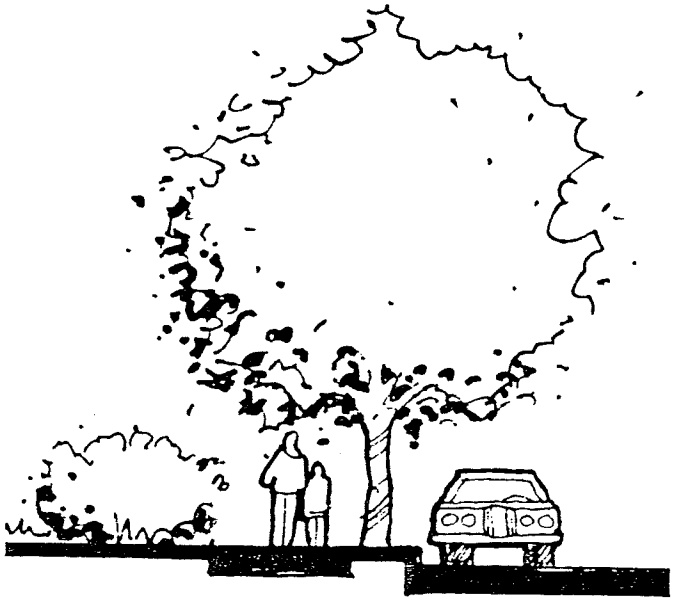
3.6 Parking Areas. Public and private parking areas should be designed to contribute to the Riverfront image. Parking areas should be planted with broad, canopy shade trees (one for every ten parking spaces) and other landscaping. Where economically feasible, parking areas should be surfaces with materials that do not absorb heat or reflect glare such as turf block. Parking areas should be screened from the public Park with native plantings in the Park.

Objective 4: Provide for the orderly and caring transition of existing nonconforming uses and leases.

4.1 Existing nonconforming uses and buildings may continue as they are; however, they may not be expanded beyond what exists today unless they conform to the Specific Plan. Any new construction must conform to the Plan. Any buildings damaged by fire may be replaced if the requirements of Chapter 18.58 of the Redding City Code are met. Routine maintenance and repair of nonconforming uses may occur; however, such maintenance or repair shall not result in more intensive use, building expansion, or greater off-street parking requirements for the nonconforming use.

4.2 All uses and buildings which do not conform to the Specific Plan shall be considered interim uses. They may continue as an interim use; however, the goal is that the land or structure be brought into conformance with the Specific Plan at the time it is redeveloped. Any new buildings, additions, or replacements shall conform to the Specific Plan and any other applicable codes or regulations in effect at the time.

CIRCULATION, FACILITIES, AND SERVICES



GOAL:

Ensure safe, adequate and timely public facilities to support public and private uses.

E. CIRCULATION, FACILITIES AND SERVICES

1. INTRODUCTION

This section establishes policies for future circulation, parking, utilities, and services within the Planning Area.

2. EXISTING CONDITIONS

Transportation and Circulation. Within the Planning Area, the major roads are Park Marina Drive and Auditorium Drive. South Street provides the primary link to the downtown commercial business district. Locust Street provides lateral connection to Cypress Avenue. Recent traffic volumes and volumes projected for the year 2000 (according to The City of Redding) are:

- Park Marina Drive at South Street: 1986 -- approximately 7,000 cars/24 HR. Period; Yr 2000 -- 8,000 cars/24 Hr. Period.

- Auditorium Drive at the 299 Off-ramp: 1986 -- approximately 7,000 cars/24 Hr. Period; Yr. 2000 -- 10,000 to 12,000 cars/24 Hr. Period.

The Planning Area is served by Redding's major highway routes-- Interstate 5, State Highway 299 west, and Cypress Avenue. Recent and projected volumes for these roads are:

- Interstate 5, between 299 and Cypress: 1985 -- approximately 32,000 cars/24 Hr. Period; Yr. 2000 -- 46,000 cars/24 Hr. period.

- State Highway 299 West, near the I-5 Off-ramp: 1985 -- approximately 31,000 cars/24 Hr. Period; Yr. 2000 -- 48,000 to 55,000 cars/24 Hr. Period

- Cypress Avenue, across the Bridge: 1985 - Yr. 2000 -- 34,000 to 40,000 cars/24 Hr. Period

Local transit service routes (i.e. RABA Bus Service) serve the Planning Area. The Greyhound and Intermountain Stage regional bus lines run along Highway 299 west, and Trailways crosses the Cypress Avenue Bridge. The main terminals for these buses are in the downtown CBD.

The City's Circulation Element proposes a northward extension of Auditorium Drive with a new bridge to span the River. A new bridge is also planned at Parkview Avenue. No other major road improvements are planned within the Planning Area except the widening of the Auditorium Drive/Highway 299 overcrossing and beautification of Park Marina Drive.

Pedestrian-access and bicycle routes are underdeveloped in the Planning Area. Park Marina Drive is currently a designated bicycle route consisting of a signed and painted lane along both sides of the roadway. No designated pedestrian-access routes are contained in the General Plan. The relationship between vehicular circulation and pedestrian activity is difficult in a number of locations. It is difficult to cross Park Marina just about anywhere, particularly near the Auditorium Drive/299 overpass and off-ramp. Finally, no pedestrian-access routes exist along the River edge anywhere within the Planning Area.

Utilities. Existing and planned water and sewer lines are shown on the Utilities Map. At present, the developed portions of the site are equally served with both City water and sewer, and vacant parcels can be easily connected.

The Monolith Area can be served by extending existing 8" waterlines and 18" sewer lines from the Civic Auditorium to the Monolith site. Existing sewer and 12" waterlines extend the length of Park Marina Drive and can be extended to serve the various proposed public and private uses. Similarly, storm-drain connections are adequate, provided the necessary extensions are completed.

3. OBJECTIVES AND POLICIES

Objective 1: Develop a safe and efficient circulation system for vehicles that minimizes impact to natural areas and recreation areas (see Figure 22).

1.1 Auditorium Drive. The Plan depicts an alignment to link the north side of the River to the south side, using the shortest distance for the street to cross the Turtle Bay area. Alternative alignments shall be studied which minimize disturbances to the Park area. The various advantages and disadvantages of each option should be evaluated. One option would be to align the road/bridge behind the Posse Grounds to alleviate conflict with the Park. This would, however, create an awkward intersection, separate the Convention Center from its parking, and impact the Posse Grounds. The study of alternatives should consider traffic needs, environmental and recreation impacts, visual impacts, and other issues and must take into consideration uses and impacts on both sides of the River.

1.2 Turtle Bay East Access. Limit access to Turtle Bay East to the Bechelli Lane extension only. The existing road will need to be extended to serve future recreation uses and to control where people park and drive.

1.3 Park Marina Drive as a Boulevard. Park Marina Drive shall be improved with a combination of street trees, walks, and bike paths to create an urban boulevard promenade (see Design chapter). As part of this improvement, the electrical and telephone utilities should be placed underground. Medians will be needed for storage and left turns where the road width is sufficient.

1.4 Athens Avenue/Locust Street Intersection. Redevelop these major entry roads as a boulevard entrance to the Riverfront with street trees and sidewalk improvements where they intersect Park Marina Drive.

1.5 Intersection Improvements. Realign the intersection of Park Marina Drive and Locust Avenue to form a "T" for safer and more efficient travel. Redesign the intersection of Park Marina Drive and Washington Avenue to improve traffic access and sight distance.

1.6 Traffic Signals. Develop traffic signals at various intersections, as necessary, for traffic flow and pedestrian safety needs. Consider establishment of benefit areas for payment of signals.

Objective 2: Provide adequate and convenient parking for public and private uses along Park Marina Drive and Turtle Bay.

2.1 Shared Parking. Maximize shared parking among office, retail, and recreation uses at the Specialty Center, and recreation and office uses at the Recreation Area (Swimming Hole, existing retail areas, and proposed uses at the motel site).

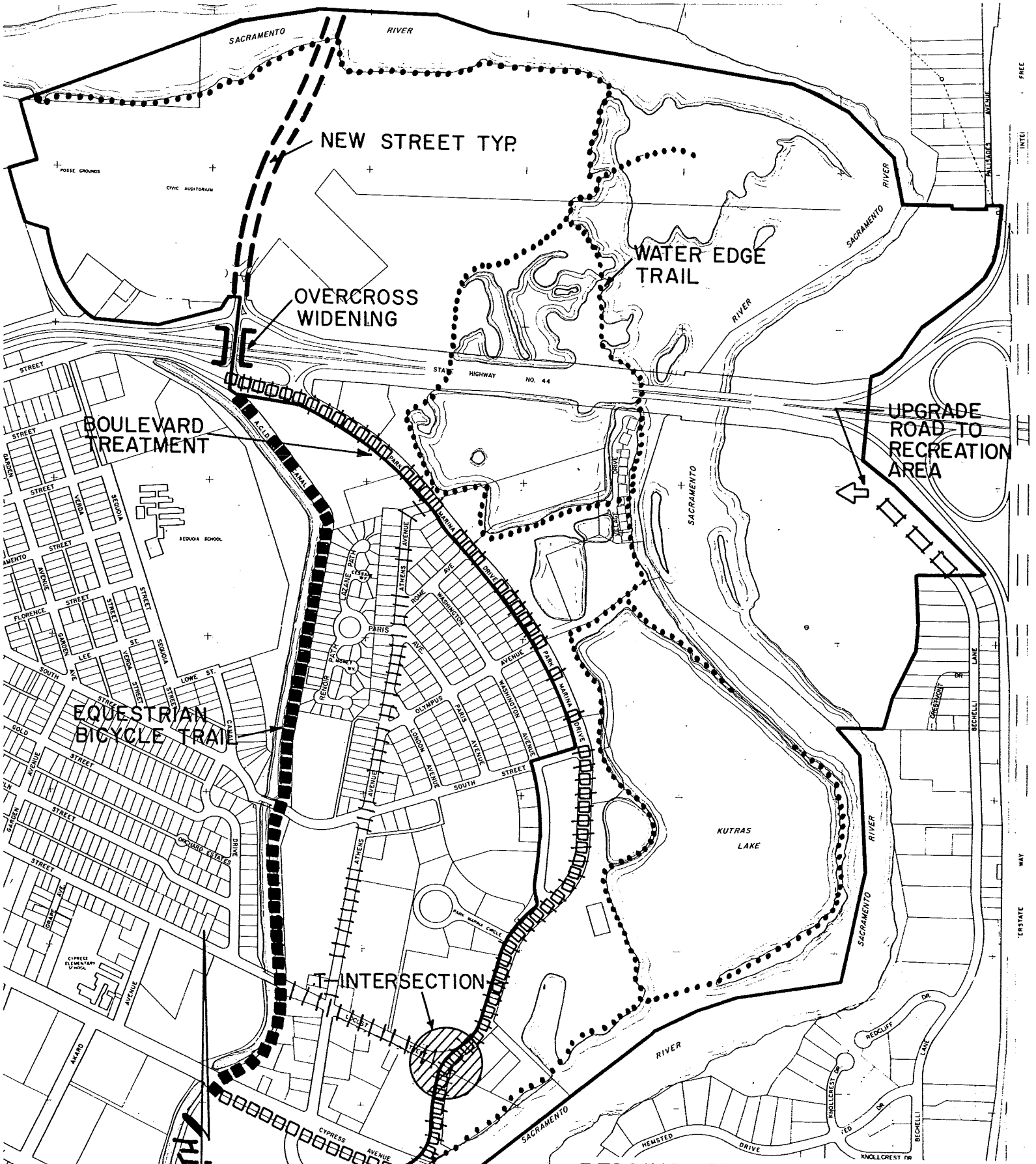
2.2 Parking Area Landscaping. Landscape adequately for shade as described in the Design Chapter.

2.3 Parking Standards. Parking shall be provided in accordance with Chapter 18.62 of the Redding City Code.

Objective 3: Provide adequate utilities and services as development occurs.

3.1 Sewer/Water Extensions. Extend existing sewer- and water-service lines to serve public and private uses along Park Marina Drive and in Turtle Bay as shown in the Utilities Policy Map.

3.2 Police Services. Increase patrol rate for police services in Turtle Bay West and East to serve developed recreation. Increase patrol rate along Park Marina Drive commensurate with development intensity as the public Riverfront Park is developed.



REDDING RIVERFRONT SPECIFIC PLA

CIRCULATION POLICIES

FIGURE 22

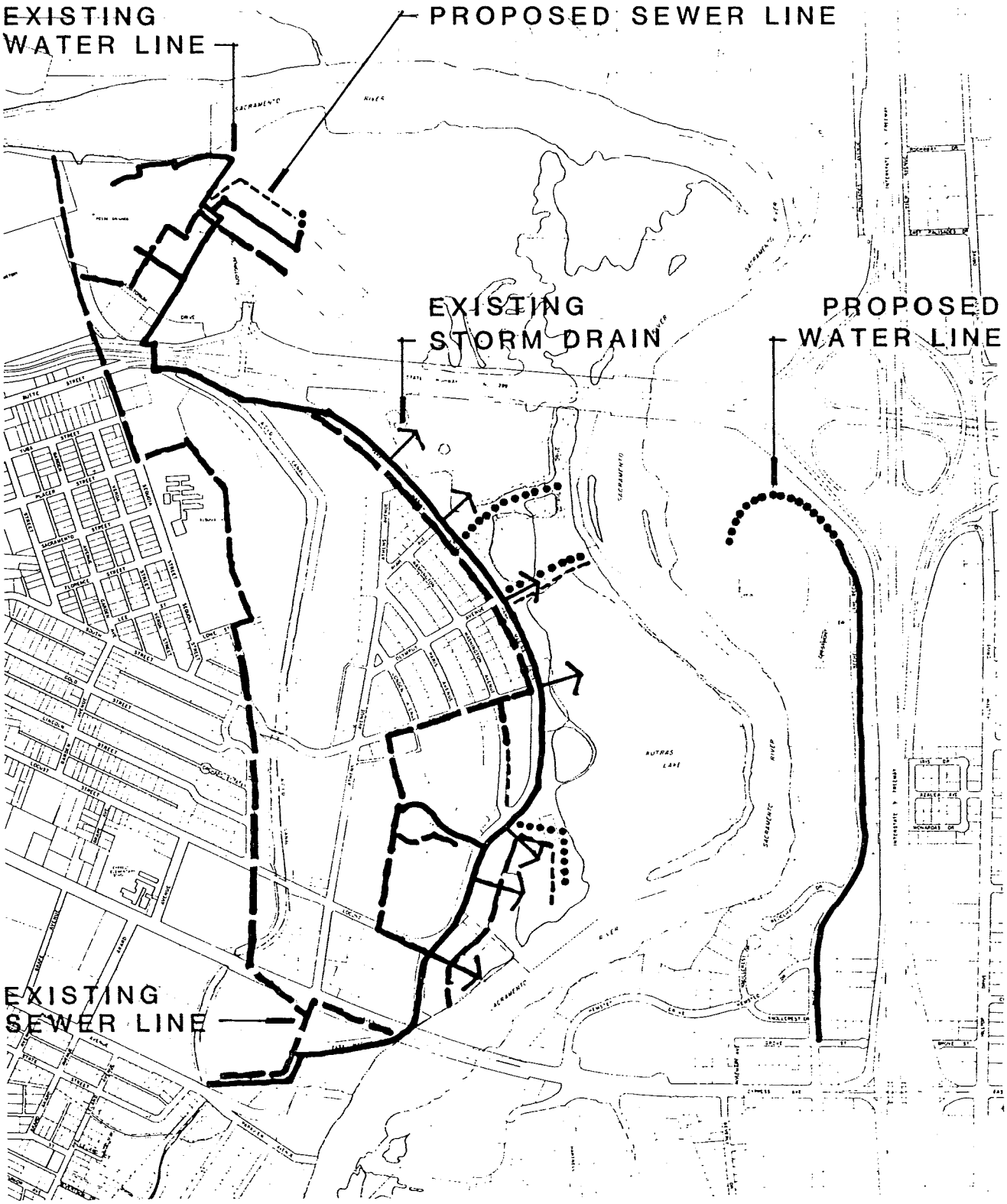
3.3 Fire Services. Require all new public and private development to maintain fire-safety equipment commensurate with current City Fire Department standards and Uniform Building Code.

Objective 4: Establish a land-use program which can be phased over time to ensure timely public improvements.

4.1 Phasing. The City shall work with private landowners and developers to phase project proposals within public infrastructural capabilities. The Implementation Section of this Plan describes more completely a phasing and timing strategy and various optional strategies for the Riverfront.

4.2 Equitable Participation. Landowners and developers shall participate in public improvements along Park Marina Drive in an equitable manner reflecting relative benefits. A number of financial alternatives are detailed in the Implementation Chapter.

4.3 Assured Services. The City shall not permit new development until adequate infrastructure can be assured including utilities, water, sewer, police, fire, flood protection, and streetscape facilities.



REDDING RIVERFRONT
Specific Plan

UTILITIES

The Planning Collaborative, Inc.
PLANNING and URBAN DESIGN

Supported by:

0 200 500 1000

FIGURE 23

IV. Plan Implementation

IV. IMPLEMENTATION

A. INTRODUCTION

Implementation of the Riverfront Specific Plan represents a major challenge to the resources, ingenuity, and citizens of the City. Guided by a lasting vision for the Riverfront, a phased program of implementation will require coordination of public and private actions over many years. The City can choose from several implementation strategies as well as a broad range of regulatory, developmental, and financing mechanisms to accomplish these goals.

In general terms, the City can follow one or some combination of the following approaches:

1. Regulatory Approach. The Specific Plan can serve simply as a General Plan amendment and regulatory document, used to regulate decisions regarding land use, intensity, development layout, circulation, and the provision of utilities to developed portions of the Riverfront. Under this approach, the City takes no action to encourage appropriate development; but rather, administers a plan in the same way that zoning and design-review procedures are conducted. The regulations and guidelines of the Plan would slowly guarantee conformance to the ultimate Riverfront concept; however, in the intervening years, there would be little relationship between developed areas. Development proposals by landowners would be dictated by property lines rather than logical units of development. The timing of development would be determined by many factors rather than optimal market opportunities. Existing development could prevent the Riverfront from achieving its highest and best use, causing a delayed development process.

2. Specific Plan. Under this approach, the Specific Plan would serve to amend the General Plan as above. As part of the General Plan process, a city or county may choose to prepare area plans (also called area general plans, neighborhood plans, or community plans). Area plans, which are not the same as specific plans described in Government Code Sections 65650 et seq., are adopted as part of the General Plan in the same manner as elements. They can be adopted for the entire planning area or for only a small portion as the need arises. Area plans allow specific local application of jurisdiction-wide policies and create a local forum for resolving conflicts about competing interests. They are extremely useful because they can be used to involve the people of an area directly in shaping their own community. In order to give constructive notice, it would be desirable to rezone the area to "U" or other special district in order to identify that permits are needed and that development must comply with the plan.

3. Public/Private Joint Action Program. Under this approach, a range of implementation activities, organizational approaches, and development actions could be used through a series of joint-partnership arrangements. The Specific Plan provides a comprehensive policy framework within which the City and the property owners can act as a team to achieve the objectives of the Plan. Under this approach, the City can use its financial resources to support, stimulate, and leverage private-sector investment in realizing the Plan. Under this approach, the City would have great flexibility in its implementation program and could apply all mechanisms equally well to private land and City-owned land.

The latter approach may be clearly the most flexible and effective in meeting the needs of the City--and the most practical, given the City's available resources. The elements of this approach are presented in the sections which follow. The actions which should be accomplished, the organizational models which are available for joint public/private action, and the ways in which these models might be applied to Turtle Bay and Park Marina Drive are presented.

B. PUBLIC/PRIVATE JOINT ACTION PROGRAM

The major elements of the recommended implementation program include: 1) Application of the Specific Plan as a planning and regulatory tool; 2) Action programs applied to project zones throughout the planning area; and 3) Organization of the public and private sectors into institutional arrangements to undertake implementation.

1. Application of the Specific Plan

Once the Specific Plan is adopted as the Riverfront portion of the City's General Plan, it may serve as a useful bridge between the broad land-use policies of the General Plan and future development. The policies and standards of the Plan are intended as a flexible guide to future land use and development which replaces existing zoning for the Riverfront area. Other regulating ordinances have been incorporated into policies of the Plan.

The Specific Plan will legally direct the approval process for all development and capital facilities which are consistent with the objectives of the Plan. The Policies for the location of land uses and intensities; facilities; provisions for supporting services; standards for streets, roads, and transportation facilities; standards for the conservation and development of natural resources; and provisions for implementing open space, together with standards for project design embodied in the illustrative development plans, form the basis for future review of projects. While future development proposals may vary from the illustrative images presented in the Plan, they must be found consistent with the objectives and intent of the Plan, thus meeting the requirements of the Subdivision Map Act that approved projects be consistent with an adopted Specific Plan. Capital facilities such as streets, sewers, parklands, and public buildings must also be in conformity with the Plan to be approved and constructed.

Although the City has an established City-wide procedure for project approval and site-plan review, the Specific Plan requires a more precise set of required submittals and steps for public review. Because of the certainty which the Plan provides to landowners and citizens and the high degree of staff involvement in the development of recommended Riverfront projects, the overall review process should be reduced. The exact type, scale, and level of detail for required applicant submittals should be worked out by City staff at a subsequent time. The following general steps form the basis for the review procedure:

1) Staff and the local property owner (or developer) prepare a full description of the concept plan for formal public consideration. Critical environmental and development issues, relationship to adjacent lands and phasing, and plan conformance should be identified so that specific issues can be addressed in the preparation of the Preliminary Plan for submittal. The Planning Commission should be notified of the concept plan and a date for submittal and review of the Preliminary Plan set.

2) Upon receipt of an application for Preliminary Plan review, a staff report should be prepared which documents the relationship of the proposal to the Specific Plan, and assesses compliance and completeness of the submittal. The Planning Department should transmit copies of the Preliminary Plan to other departments and agencies for comment. When the application is judged to be complete, the project is sent to the Planning Commission for review.

3) Planning Commission conducts an initial public review and provides, if appropriate, conditional approval of the plan concept.

4) Upon completion of the final detailed plan, the project is returned to the Planning Commission for final review subject to conditions of final-plan approval.

2. Application of Action Programs

In addition to administering the Specific Plan, there are a series of actions taken by the public and private sectors to implement the Plan. These activities are to be applied to a series of designated Implementation project Zones (See Figure 25), which have been designated within the Turtle Bay and Park Marina Drive areas. These zones allow for logical re-use and development of parkland and planned-unit development of the Riverfront.

The following is a brief review and definition of the various available actions:

Development Programming. Detailed development programs would be required for both the Turtle Bay area and the developed Riverfront commercial areas. For Turtle Bay, plans for exhibits, occupancy capacities, support facilities, parking, buildings, and infrastructure would be developed in detail to enable development of detailed financial pro formas for the project. In commercial areas, detailed retail programs should identify size and mix of tenants, capacities, and functions of related public areas.

Development Activities. Detailed planning of each project will require design development and construction drawings for parkland, recreation, and development uses. Depending upon the type of parkland or recreation use, these plans will require drawings for activity areas and trailways, staking and grading plans, planting and landscaping, woodland restoration and management, wetland-habitat restoration, and other details. For developed commercial land uses and public buildings, preliminary plans will be required which show the layout of buildings, roadways, parking, pedestrian areas, on-site and off-site improvements and schematic floor plans and elevations of buildings. Taken together, these preliminary plans form the basis for project capital development and decision-making and negotiation of the financial shares that the public or private sector should assume in undertaking a joint project. Once a development program is finalized, final-design plans can be prepared and construction management schedules developed.

Financing. The public-sector involvement in the development process has its greatest impact in providing financial incentives and support to the development process. Although the capital requirements of the proposed Riverfront projects are large, the City can be a major factor in leveraging the capital needed to initiate and accomplish project development. The City can provide initial seed money to launch new projects; it can build needed infrastructure through its general fund or undertake general obligation bonds to finance major project improvements as well as receive State and Federal grants to increase the capital base of new projects; and it can attract support from banks by providing loan guarantees through locally provided loan insurance or public loan contributions to a Riverfront loan pool. These approaches reduce the cost of financing by reducing the risk of the provider, and thus, enhancing project feasibility.

The Specific Plan, itself, is a powerful marketing vehicle for attracting private-sector investment. The City can use the Specific Plan as a vehicle to promote major developers who have the experience and capability to fund development projects on a scale envisioned by the Plan. The City should use its financial resources wisely to fund initial start-up costs by obtaining available State and Federal assistance. However, significant funding for the long term can be expected to come from private-sector capital sources using this approach. The chart on the following page summarizes the various financial options for different elements of the Plan, suggesting which are the most suitable, given existing City resources and opportunities.

Development Rights Exchange. The key to the recommended strategy is that in the early years, the City may use a development rights trade-off approach within individual project areas to achieve the integrated parkland and

development objectives of the Plan. Within each of the implementation project zones, trade-offs are available in which property owners can transfer development rights to desirable development sites in exchange for creation of parkland amenities in areas preferred for public open space. These trade-offs promote optimum land development serving both public and private-sector interests. For instance, flood-prone lands can be converted to parkland in exchange for more intense development on higher ground. At the same time, parkland development can greatly enhance the property value of reassigned development sites.

Capital Improvement Planning. The timing and phasing of public improvements will depend upon the funding strategy and specific sources that can be employed in the early years as described above. The City should develop a financing program using multiple sources. The key role of the public sector in stimulating private development is to provide financing for infrastructure and critical public improvements such as parkland elements which can foster private-sector investment. Roadway, sewer, and water improvements which require long lead time should be given priority so that future development can be accelerated.

One-year and five-year capital-improvement programs for the Planning Area should be prepared subject to the contingencies of funding which will undoubtedly vary from year to year. Even where improvements would be normally considered private-sector responsibilities, the City can provide these with the expectation that reimbursement would follow from future project revenues.

Development and Participation Agreements. Development agreements can also be used to give both landowner/developer and the City the needed assurances on project decisions. A development agreement is essentially a contract between the landowner and public regulatory agency which can specify (and use) intensity allowable, design features, restrictions and covenants, timing and phasing, and other specific project details. The advantage of a development agreement to the landowner is that it can not be amended without concurrent approval from both parties.

Participation agreements can also be made. These involve agreements whereby landowners or existing tenants are granted shares of a development corporation which is developing a number of assembled parcels in exchange for land or leases. It allows for participation by private interests in a major redevelopment structure.

Legal Actions - Use of Eminent Domain. The public power of eminent domain can be an important tool in the development process. A municipality can require private property or

property leases to be sold to a public entity at fair market value established by a court of law. Land may be condemned in the public interest and acquired for public use and disposition through the use of the police power, as a last resort, if normal property negotiation and acquisition by the public are unsuccessful. Its use is not necessary in the public-development process, but is available for use in what may be termed either last-resort acquisition or friendly acquisition strategies.

The proposed land-assembly process for the Riverfront Specific Plan relies on a development-rights transfer and trading program supported by negotiations between property owners and the City. It does not require use of eminent domain. However, property condemnation using eminent domain can support the negotiation efforts. For example, where it is beneficial to the tax position of the landowner to have properties formally condemned rather than purchased or exchanged, a "friendly" condemnation can occur. In this circumstance, condemnation occurs with the consent of the landowner, creating a financially favorable land deal. Conversely, when negotiations regarding property value and acquisition are not successful, a municipality may be required to undertake condemnation proceedings as a last resort to satisfy the public-interest objectives and accomplish a Plan.

Operations and Maintenance. Although bonding and assessment approaches are normally considered applicable to capital development, use of a landscape-maintenance district should also be thought of in terms of long-term operations and maintenance. One approach would be to form a district in the entire Specific Plan Area which would allocate funds for maintenance of walkways and street landscaping.

Promotion and Recruitment. One major role of the City should be to seek out private-sector partners who have established credentials in projects of the scale and magnitude of each element of the Riverfront Plan. The key to a viable Specialty Center is a strong management entity that establishes hours of business, joint promotions, etc.

Nonconforming Uses. There are a number of ways to accommodate existing residents and tenants in the Plan Area and nonconforming uses under the Plan. Life estates can be offered to existing residents so they can remain within the Plan Area as long as they desire. Relocation assistance can be provided for residents or tenants to secure an alternate location and finance the transition. For a project such as the specialty shops, commercial tenants on the site today could be offered the option of joining the new project when it is completed. The City can acquire an option on properties that are planned to be open space with a right of first refusal. In this way, the City is given the first chance to purchase properties when the landowner chooses to sell. Each of these options and others are available to accommodate landowner/resident/tenant needs.

FUNDING MECHANISMS	INITIAL ACTION TAKEN BY:	Turtle Bay RMHP	Turtle Bay Roadway/ Water Sewer Improve-ments	Turtle Bay Resource Management Activities	Turtle Bay Spawning Area/Habitat Res-toration	Turtle Bay Public Trails			PMD Parkland Acquisition	PMD Boat Facilities & Harbors	PMD Riverfront Park Development	PMD Area Public Trails	PMD Area Roadway Improvements	PMD Parking Structure (Golf Course Site)	PMD Streetscape	PMD Water/Sewer Improvements		Paid Utilities Improvements
GENERAL FUND	City			o		o			o		o			o	o	o		o
GENERAL OBLIGATION BOND	City		o			o			o	o	o		o		o	o		o
REVENUE BOND	City								o	o	o			o	o	o		o
TAX INCREMENT	City (as Redev.Ag.)								o		o		o	o	o	o		
ASSESSMENT DISTRICT	City/ landowners										●		o	o	●			
DEVELOPER BUILT	City/Devlpr.	o									o		o	o		●		●
DEVELOPER FEES/ EXACTIONS	City/Devlpr.								●		o		●		o	●		●
CITY/LAND OWNER EXCHANGES	City/ Landowner								●		o							
STATE PARK BOND/GRANT	Non-profit Corp.					o			o	o	●	●						
STATE BOATING/ WATERWAYS FUND	City									●								
STATE FISH & GAME WILDLIFE CONS.BOARD	City/non-profit corp.			o	●	o						o						
RIVER MUSEUM/HERIT-AGE PARK FOUNDATION	City/non-profit corp.	●	●	●		●												
REDDING LANDING DEVELOPMENT CORP.	------									o			o			●		●

o = optional sources; ● = recommended sources

3. Organization for Public/Private Action

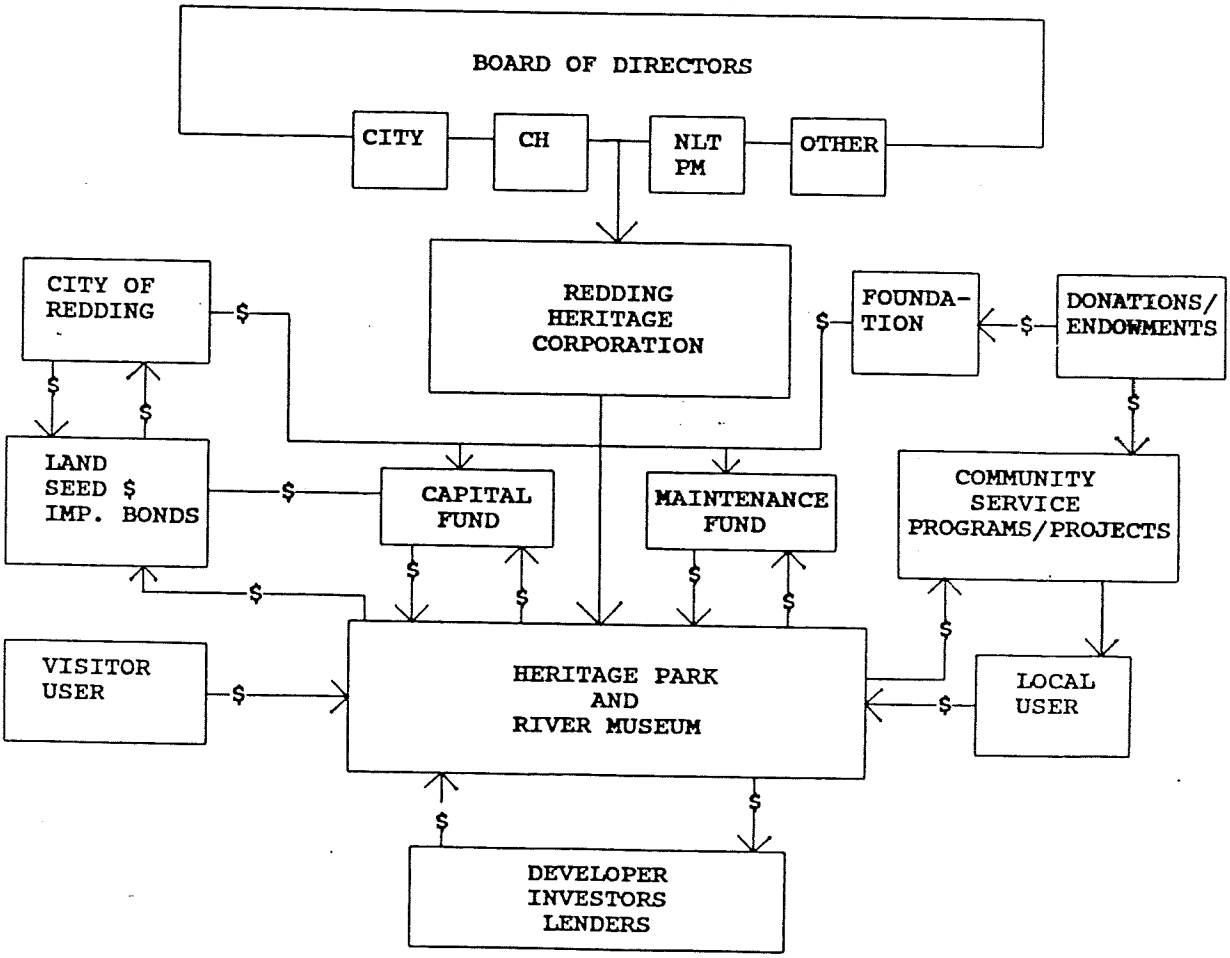
The starting point in organizing for implementation of the Plan is to mobilize the existing stakeholders for both the Turtle Bay and Park Marina Drive areas. These groups might continue to participate in the future as new entities participating in the implementation process, or they may elect to relinquish future roles.

Within the Turtle Bay area, the City, the National Logging and Timber Products Museum (NLTPM), the Carter House Science Museum (CHSM), the Redding Rodeo Association, the Convention Center, other local community organizations, and owners of existing commercial properties form the nucleus for future action. The underlying premise is that local community organization should form the foundation for these efforts. Figure 24 represents a possible structure for the Turtle Bay River Museum and Heritage Park. In both areas, several institutional arrangements are available, including community development corporations, nonprofit foundations, project development partners, and State and Federal assistance programs.

Within Park Marina Drive, the City, existing property owners, lessees, and tenants are expected to participate in the early and long-term phases. The recommended institutional organization is formation of a nonprofit development corporation for Park Marina Drive. In each case, the fundamental elements of the corporation are to provide an arrangement for bringing together the various participants to work jointly toward common objectives. The elements of each include the membership of the participating parties, the organization of the corporation around the target geographic area, the ability of the corporation to receive grants, administer projects, and to engage in joint venture with private-development corporations.

Other possibilities are a merchants' association, a parking district, a property owners and merchants' association, etc. All of these can work toward implementation of the Plan in a positive manner.

The recommended structures are not the only ones available, nor are they the only way to organize the activities. As negotiations and funding attempts proceed, the institutional arrangement which best "fits" each subarea will evolve.



POTENTIAL ORGANIZATION FOR TURTLE BAY RIVER MUSEUM/ HERITAGE CORPORATION

FIGURE 24

C. IMPLEMENTATION ACTIONS

The following action steps outline one scenario for implementing each subarea of Turtle Bay and Park Marina Drive. They are not the only strategies to achieve the land-use objectives of the Plan, but they represent basic building blocks and feasible examples which can be undertaken by the City or the private sector.

In reviewing this sequence of actions, bear in mind that the details of each step will be products of negotiations between the interested parties. The actions relate directly to each Implementation Zone (Figure 25). The actions shown are long-term actions to occur over the next 20 to 30 years.

1A. Turtle Bay West

Action 1: The City develops a Master Plan for publicly owned Riverfront properties to pinpoint how public land is to be used, leased, and subdivided.

Action 2: The City assists in forming a nonprofit Development Corporation and a Foundation for the Heritage Park with a Board of Directors which could include local community, the NLTPM, Carter House, City, and other representatives as shown in Figure 24.

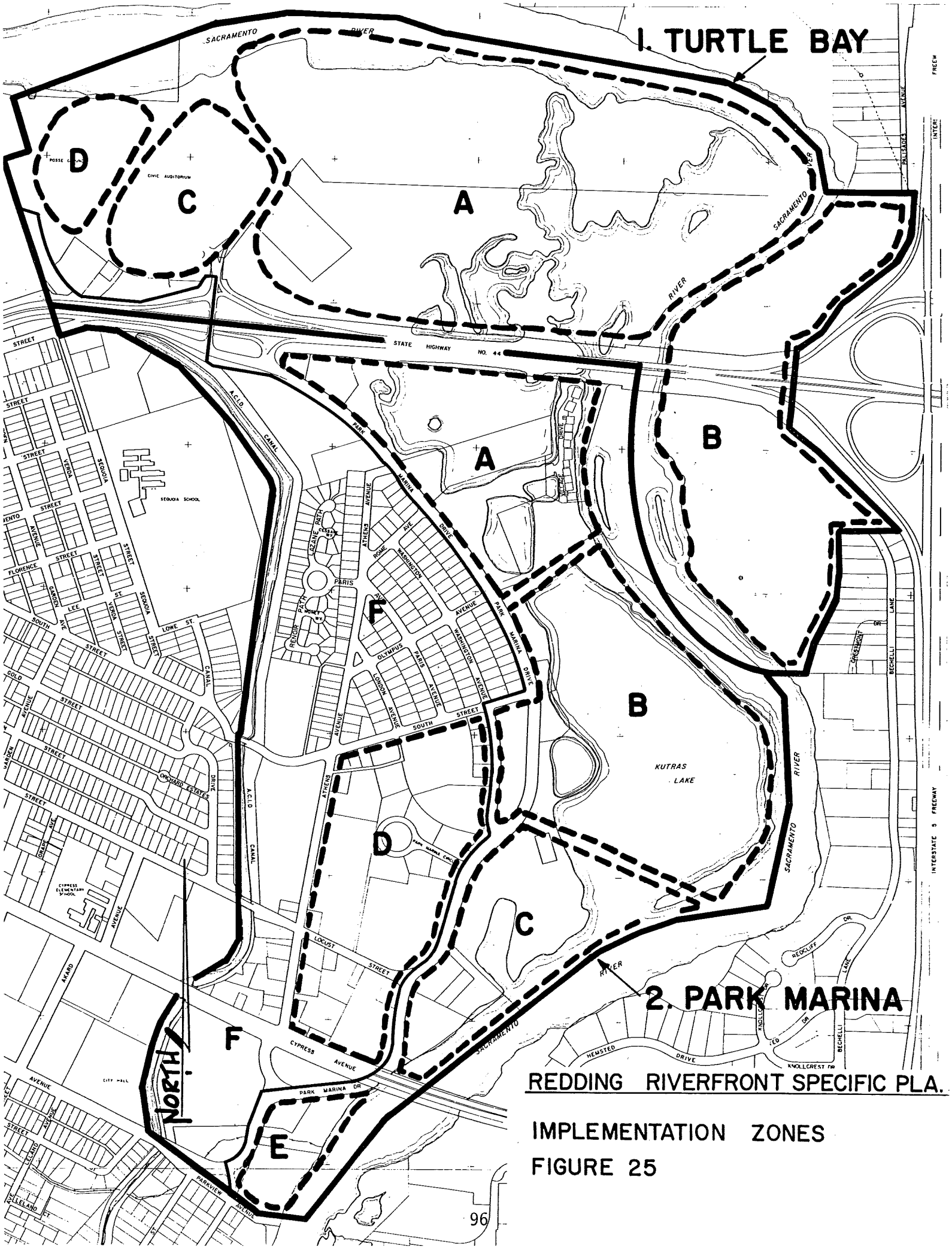
Action 3: The Board defines the Park Project more precisely and initiates professional project design and planning.

Action 4: The Foundation seeks public and private funds.

Action 5: The City has the option to exercise its bonding power for initial capital improvements to stimulate investment and development activity.

Action 6: The Board has the option of enlisting the services of quality professional developer and designer expertise to design and construct the River Museum/ Heritage Park.

Action 7: The Board and City cooperatively establish an ongoing program of natural resource restoration, management/ operations, and maintenance for the Wild Area of Turtle Bay East. Some of the management projects which could be considered include the following:



REDDING RIVERFRONT SPECIFIC PLA.

IMPLEMENTATION ZONES

FIGURE 25

- Spawning Area Restoration - Fish and Game to fund.
- Riparian Woodland Maintenance (replant, thin, clear, study) - City or nonprofit corporation to fund.
- Trails, walkways and picnic areas - nonprofit corporation to fund.
- Boat launches and ramps, public water access - State Boating and Waterways may fund.
- Remove fill and other debris - City and corporation jointly fund and administer.

1B. Turtle Bay East

Action 1: The City should seek State Bond funding, Boating and Waterways funding, and Wildlife Conservation Board funding to improve the access road, add a scenic overlook, and improve a picnic area and boating launch at Turtle Bay East.

Action 2: The City Parks and Recreation Department should study the potential of relocating the "Pitch and Putt" Golf Course into the Turtle Bay East site. Likely, this would be a concession.

1C. Convention Center

Action 1: As part of the Master Plan, the nonprofit Corporation Board should fund the design and construction of street-tree improvements and landscape improvements to integrate the area with the Park in conjunction with the Convention Center.

Action 2: The City should conduct a study of future additions to the Convention Center such as an Exhibit Hall. The study should examine space needs, market potentials, design requirements and compatibility with existing uses.

1D. Posse Grounds

Currently, the Posse Grounds is actively used by the community. If the community reconsiders the need for this use in the future, the City could explore redevelopment options for this valuable site.

Action 1: At an appropriate time, the City should study the redevelopment potentials of the Posse Grounds for visitor-serving uses, commercial recreation uses, and other potential alternatives.

2. Park Marina Drive General Actions

Action 1: The City adopts the Specific Plan as a guide for development approvals.

Action 2: The City initiates streetscape and walkway improvements along Park Marina Drive, Auditorium Drive, and Locust Drive to be paid for by Riverfront development contributions, municipal bonds, or special assessment-district funds.

Action 3: A Riverfront Parkland Development and Maintenance District funds Park improvements and ongoing maintenance and operations.

Action 4: The City should complete the regulatory process for the Specific Plan Area by adjusting all zoning designations to conform to the Land Use designations in the Specific Plan. Specifically, either zone the area "U-F" or create a special Specific Plan zoning designation.

Action 5: Detailed plans should be developed for each subarea to provide a basis for project guidance, approvals, and common linkages set forth in the Plan.

2A. Park Marina Drive: North Gateway

Action 1: Motel and office buildings are allowed to be constructed.

Action 2: Use of Motel Lake for water-oriented recreation activities is allowed.

Action 3: The vacant areas north and west of Middle Lake may develop as per the plan.

2B. Park Marina Drive: Central Area

Action 1: The City may acquire Kutras Lake and the adjacent recreation areas in exchange for allowing office construction of 100,000 to 150,000 square feet of office development at the 3.5-acre golf-course site (now designated "Park" in the General Plan).

Action 2: If Kutras Lake area is converted to a City Park, the City seeks State bond funds, boating and waterways grants, General Fund, and possible assessment district funds to pay for Park improvement. If available, some additional financing may result from the exchanges.

2C. Park Marina Drive: South Gateway/Speciality Center

Action 1: Promote a public/private partnership or private developer for development of a Speciality Center.

Action 2: If public/private, the City should form a Development Corporation with landowners, potential developers, a governing board, and:

a. The Development Corporation acquires development rights to the land area.

b. The Corporation issues bonds to acquire, demolish and relocate existing structures or sells the property subject to that requirement.

c. The City issues bonds to create needed public infrastructural improvements such as water and sewer service, parking, harbor improvements, streetscape, walkways, and River edge treatment.

d. The development corporation master plans the Specialty Center with a joint-venture developer/partner.

e. The City improves the Riverfront and Kutras Lake with State bond funds, boating and waterways funds, and other sources, as available.

2D. Park Marina Circle Area/Locust Street Area. (This area is not covered by the Plan.)

Action 1: The City should encourage efforts to develop an entertainment center within this area to support and enhance the opportunities at the Speciality Center.

Action 2: The City should rezone any remaining unbuilt parcels for retail, office, or entertainment use to support the Specialty Center.

2E. Park Marina Drive: South End City Park

Action 1: The City should plan, design, and develop a small community open-space park at this site from the parkland assessment district or other sources.

Action 2: The City should establish the future alignment of the Parkview Bridge.

2F. Supporting Areas

Action 1: The City and participating landowners should study the potential for including these lands adjacent to the Canal within Specific Plan boundary.

Action 2: If found desirable, the Specific Plan should be amended to reflect land-use policies for these areas.

3. General Plan Consistency.

How land in the City of Redding should be used is spelled out in the City's General Plan. The General Plan proposes how the City should be developed during the next 20 to 30 years and creates a foundation for private and public activities.

To adopt a Specific Plan, City Council and Planning Commission must find that it is consistent with the General Plan. A specific span is considered consistent with the General Plan when the allowable uses and standards contained in the text of the Specific Plan further the policies in the General Plan and do not inhibit or obstruct the attainment of these articulated policies.

In order to spell out the relationship of this and other specific plans to the General Plan, policies should be added to the Land Use Element which state that:

-When the City Council adopts a Specific Plan, it must find that it is consistent with all adopted elements of the General Plan. The types of land uses proposed by the Specific Plan should not be substantially different than those portrayed by the Land Use Element.

-Specific Plan Areas shall be outlined on the General Plan land-use map. The letters "SP" should be placed on the map within the specific planning area. This designation will mean that a Specific Plan has been adopted for this area. Also, the Specific Plan is considered the City's official document which will guide the future use of land.

-When Figure 7 of the Specific Plan is amended, it shall amend the General Plan map.

-Public Development in the Plan Area. Periodic updating of the Specific Plan will be necessary as conditions in the area change. Once adopted by the Redding City Council, any addition or deletion from the document will require the Redding Planning Commission and the Redding City Council to follow the same procedures as were used in adopting the Plan originally. (Same as a General Plan amendment.)

-The land-use map as shown in the Specific Plan shall be adopted as the land-use plan for the City for the plan area. (Figure 7.)

A determination of consistency with the Specific Plan will be the same as a determination of consistency with the General Plan. If there is a conflict between the Specific Plan and the overall General Plan, the more restrictive standard or policy shall prevail. Through adoption as a General Plan amendment, the land-use pattern of the Specific Plan shall replace the previous land-use designations for the Plan Area.

By adopting this Specific Plan, the City of Redding would amend its General Plan to include goals, policies, standards, and diagrams set forth in the document for the area covered by this Plan. The Plan provides long-range goals and proposals together with recommendations and standards for immediate action in the Plan Area.

4. Zoning Consistency.

While this Plan sets forth many proposals for implementation, it does not rezone property. The preparation or amendment of any City ordinance such as zoning; subdivision, housing, building codes; or other development control must be enacted separately through the regular legislative process. In the absence of such regulations or when already adopted regulations clearly conflict with the Specific Plan, the Specific Plan shall act as a guide for the development of public and private projects and the making of findings of consistency until such time as new regulations are adopted to implement the Plan. Regulations contained in this Specific Plan do not apply outside of the Plan Area. However, as a follow-up to this Plan, specific zoning may be proposed and additional area can be added to the Plan through future amendments. The City's zoning laws and subdivision regulations spell out what types of land uses can be developed. They also set minimum standards for how land should be developed. Within the Redding Riverfront Specific Plan Area, provision of this Specific Plan will supplement and in some cased replace other City land-use laws. To achieve consistency in development approaches with the Redding General Plan and the Specific Plan, the following policies shall prevail or actions shall occur:

-The City's zoning map shall be amended upon adoption of this Plan to designate parcels within the Plan Area that are subject to the policies and standards listed in the Specific Plan.

-Parcels subject to flooding shall be given the "FP" Floodplain Combining District designation and shall be subject to the "FP" district.

-All new construction or change of use to a more intensive use in the Plan Area shall first obtain a use permit.

-All new uses and construction, building additions, signage, and parking lots shall be subject to architectural review.

-The City shall establish an architectural-review board for that purpose.

-Whenever a conflict occurs between the standards and policies of the General Plan, the Specific Plan, or zoning, the most restrictive requirement shall prevail.

5. **City Subdivision Regulations.**

The City's subdivision regulations control how land is further divided within the planning area. Other provisions of the Specific Plan such as those spelled out in the phasing plan will also apply.

-The layout of future subdivisions will be consistent with the land use and circulation map of this Plan. The Community Development Director will determine whether a subdivision map submitted to the City is consistent with the Specific Plan.

-Minor changes to the land-use pattern or the location of streets or utilities may be allowed by the Community Development Director. The provisions of the Plan Interpretation chapter of this report will guide the Director in allowing these changes. Major changes will require an amendment of this Specific Plan.

6. **Environmental Review.**

The Redding Planning Commission found that carrying out this Specific Plan may have an effect on the environment. An Environmental Impact Report (EIR-1-88) was written which studied how the Plan may affect the environment. The EIR identified ways of reducing or mitigating future environmental impacts. (Appendix F.)

Both the state and City EIR guidelines control how and when environmental studies must be prepared for projects in the planning area.

Recommended Provisions.

It is the City's intent that the following policies will guide future environmental studies within the planning area:

-The EIR prepared for this Specific Plan shall be used for subsequent projects (such as subdivisions or development plans) that are consistent with this Plan. (Program EIR.)

-When subsequent projects are submitted to the City, the Community Development Director will decide whether additional environmental studies will be needed.

-If the Community Development Director or Planning Commission determines that additional studies are needed, then an initial environmental study will be prepared. If there are aspects of the project that may have significant effect on the environment and have not been adequately discussed in the EIR for this Plan, then a supplementary EIR should be prepared.

-Mitigation measures listed in EIR-1-88 (Appendix F) are to be considered as part of a use permit or subdivision application. If measures are applicable to the project, then the project will be adjusted accordingly and monitoring shall occur to assure implementation.

-The goal of any project is to be self-mitigating in regard to significant environmental impacts.

7. Interpretation.

It is recognized that at times it will be necessary to interpret the intent or spirit of the Plan. The purpose of this section is to spell out how questions about the Plan and proposed changes will be resolved. The following provisions will apply:

Who will be responsible for interpreting this Specific Plan?

The Community Development Director. Any determination that the Director makes may be appealed to the Planning Commission and then to the City Council.

What about minor changes to the Plan? Who can propose them?

Any landowner, the Planning Commission, or the City Council can initiate a major change or "amendment" to the Specific Plan. The Community Development Director will be responsible for determining what is a major or minor amendment to the Plan. To guide the Director in making these decisions, the following items will be considered major changes

*Introduction of a new type of land use not discussed in the Specific Plan.

*Major changes to the layout of land use (affecting one acre of land or more) or other changes which may significantly affect a planning concept spelled out in this report.

*Major changes to the proposed street system that would significantly alter land use or circulation concepts spelled out in this Plan.

*Changes or additions to design standards which could significantly change the stated intent of this Specific Plan.

*Major changes to phasing of development which could significantly alter the timing sequence of construction, commitments for improvements, or City services and resources.

*Any change to the Plan which could significantly increase environmental impacts.

Within ten days of the written submittal of a request, the Community Development Director will determine whether the change is "major" or "minor." If it is a major change, then the City's adopted General Plan amendment procedures will be followed. If it is a minor change, the Community Development Director may approve or deny the request. The decision may be appealed to the Planning Commission and City Council.

D. COST PARAMETERS AND FUNDING OPTIONS

Although it is premature to define exact costs for the public and private improvements necessary for the Riverfront, it is useful to establish rough cost ranges to assist in identifying financial options. The cost estimates which follow are meant to be order-of-magnitude or "rules-of-thumb" only for construction and development. They are expressed in 1987 dollars and are not based on detailed design for any of the areas or improvements shown. They reflect the conceptual policies established in previous chapters.

Grading and Filling. A program of grading, dredging, and filling is necessary to create adequate land area at several locations, establish stable 4:1 slopes at the River's edge, create the calm "inland" waterway, and elevate all buildable areas above the 100-year flood level. The costs for preliminary earthwork are shown in Table 2.

Various additional costs may be incurred pending more detailed design and precise guidelines established by the City and other regulatory agencies (e.g. State Fish and Game). For example, the harbor inlet/outlet at Kutras Lake may require wood piles or concrete walls for stability where flows are strong; this adds up to $600/linear foot over engineered earth slopes. Also, pumps, locks, weirs, and other hydraulic improvements are not included here and may be necessary.

TABLE 2

	Quantity of Material	1987 "Rule of Thumb" Costs
1. Kutras Lake Edge Grading	3,000 l.f.	$ 60,000
2. Redding Landing Harbor		$ 510,000
Excavation	22,000 c.y.	
Fill for Harbor	28,400 c.y.	
Fill North of Inlet River Edge Earthwork	35,300 c.y.	

Utilities and Roadways. Water and sewerage improvement needs are relatively minor since both the Turtle Bay and Park Marina Drive areas have existing service. Table 3 summarizes the cost figures for major items. For the Turtle Bay area, sewer and water lines will be extended to the Monolith area. Additional costs would be incurred if a hotel site is added near the Civic Auditorium. All other improvements to the area such as roads, parking, utilities, and development of the facility itself are not included here since they depend on the ultimate design and phasing of the Park.

To serve the specialty retail center will require water-service extension and fire hydrants. Sewer lines are already in place. Serving the proposed office uses at the existing golf course site will require sewer-line expansion, but no new water-service connections. Undergrounding the existing electrical power and telephone lines is proposed to upgrade the appearance of Park Marina Drive. Additional costs will be needed for each individual development project to extend or upgrade electricity and natural-gas connections, improve ingress and egress, and meet other minor infrastructure costs.

The identified road-improvement needs include realignment of Park Marina Drive/Locust Street intersection to a "T." This would entail public-land acquisition, demolition and removal of existing materials, grading and paving, utility relocation, and relocation of signs and other improvements. Other major roadway costs are not yet known, such as the costs to continue Park Marina Drive across the River on the north or to consider a bikeway/walkway on the Highway 299 bridge. Further study of these elements is necessary before cost estimates are possible.

TABLE 3

		1987 "Rule of Thumb" Costs
1.	Turtle Bay Sewer/Water Extensions	$ 46,000
	Addition for Hotel Site	$ 6,000
2.	North Gateway Hotel Area Sewer/Water Extensions	$ 15,000
3.	Office at Existing Golf Course Sewer Extension/Upgrade	$ 60,000
4.	Speciality Center Water Extension/Upgrade	$ 27,000
5.	Undergrounding Electric/Telephone Drops on Park Marina Drive	$ 300,000
6.	"T" Intersection Improvements Park Marina Drive/Locust Street Includes Land Acquisition, Demolition Paving, Utility, and Sign Relocation.	$ 278,000

Streetscape. Other roadway improvements involve streetscape treatment (street trees, sidewalk, curb and gutter, paving for special cross-walks, signage) for Park Marina Drive primarily and for several adjoining streets. Costs for such treatment varies considerably depending upon detailed design and materials selection, but "rule-of-thumb" estimates of $50/linear foot are reasonable. To accomplish the streetscape improvements shown on the Design Plan would cost about $600,000.

Park Improvements. Park improvements also vary considerably, depending on design decisions and more detailed Park program elements. Based on relatively low-intensity program (turf, trails, tree planting, exercise equipment and areas), the 32 acres of Park along Park Marina Drive would cost $2,500,000 to $3,500,000.

Additional costs would be incurred for a boathouse ($360,000 for a comparable 6,000-square-foot facility), boardwalks at the water's edge, small oat docks, and resource management elements associated with Turtle Bay East or West.

Development costs for a Museum Complex are highly variable depending on the program, number of exhibits, and level of building construction. Using comparable heritage parks (see Overview of Market Conditions in the Appendix) which receive the maximum level of attendance assumed to be possible in this Plan, construction costs of $8 million to $12 million are reasonable.

Clearly, for all Park and facilities improvements, precise cost estimates need to be made once detailed design plans are prepared in order to consider which funding sources are most appropriate.

Parking Garage. To provide structured parking which serves both the proposed office site and the "Swimming Hole" beach park across Park Marina Drive, will require both public and private investment and activity, assuming a two- or three-story parking structure capable of accommodating 200 cars would encompass 65,000 square feet and cost $1.6 million.

Summary of Cost Parameters. Table 4 below summarizes the cost parameters for each element.

TABLE 4

1.	Grading/Filling/Edge Treatment	$ 1- 1.2 million
2.	Redding Landing Harbor Improvements	$ 2.5- 0.7 million
3.	Utilities and Roadway Improvements	$ .6- 0.8 million
4.	Streetscape Improvements	$ 5.0- 0.7 million
5.	Park Marina Recreation Development	$ 2.5- 3.5 million
6.	River Museum/Heritage Park	$ 8.0-10.0 million
7.	Parking Garage	$ 1.6 million

E. FEES

Fees to process permits, design review, appeals, or to recover plan costs shall be established by resolution of the Redding City Council.

V. Appendices

APPENDIX A

OVERVIEW OF MARKET CONDITIONS FOR THE REDDING RIVERFRONT SPECIFIC PLAN

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April 1987

Introduction

The purpose of this overview is to explain the assumptions and analysis of market conditions upon which the uses proposed in the Specific Plan are based. It is not meant to be a comprehensive market analysis, and should not be regarded as such. It does, however, provide a background and rationale for the major use changes proposed in the Specific Plan.

The uses discussed here are the "Turtle Bay River Museum and Heritage Park," the "Redding Landing" specialty retail center, and "Class A" office development.

"Turtle Bay River Museum and Heritage Park"

The concept developed for the 15-20 acre site at Turtle Bay is best defined as a CERE park facility, combining cultural, educational, recreational, and entertainment elements. It is anticipated that the program for the park will manifest the special natural, cultural and historical qualities of the Shasta-Trininty region in an integrated outdoor/indoor park/museum. Based on high quality development of this River Museum and Heritage Park concept, it is estimated that up to a maximum of 400,000 non-local visitors could attend the facility each year. This level of attendance is based on "capture" of a share of I-5 recreational traffic.

Table 1 shows the data and assumptions used in assessing how many travellers on I-5 are likely to get off the freeway and come to the park. Estimates of "Persons per Car" and "Two-Way Travel" are based on travel data gathered by Economics Research Associates in the course of market analyses prepared for tourist and recreation facilities throughout the western U.S. These include a detailed analysis of traveller characteristics on I-5, prepared for the Tejon Ranch, and an analysis of "Tourist and State Revenue Impacts Derived from Five Proposed Attractions in Washington State," prepared for the Washington State Legislature.

The maximum capture rate of discretionary travel along I-5, is estimated to be 5 percent. It was derived from comparison with other kinds of freeway-related attractions in the state. For example, past attendance and traffic counts indicate that Anderson's Pea Soup, along Highway 101 between Santa Barbara and San Luis Obispo, captures between nine and ten percent of <u>total</u> passing traffic. This is an extraordinary capture. It is due to location immediately adjacent to a route containing a high proportion of recreation travellers, intense highway advertising, excellent visibility over a substantial length of Highway 101, and an appealing program of restaurant and gift shop facilities. Less unusual, though still high, is a ten percent capture of passing <u>discretionary</u> traffic by the Nut Tree, adjacent to I-80 between Sacramento and San Francisco. The Nut Tree contains a major restaurant, a very high quality and well-known gift shop complex, and a small number of children's amusements.

TABLE 1

Highway Tourist Market Worksheet and Assumptions

I-5 Traffic Data:[1]	
Base Level Traffic[2]	14,364 cars per day (averaged from Wednesdays in February)
Peak Level Traffic	41,555 cars per day (averaged from Fridays in August)
Annual Average Daily Traffic	24,547 cars per day
Assumptions and Derived Data:	
Average Annual Traffic	8,959,655 cars per year (365 * 24,547)
Average Base Level Traffic	5,242,860 cars per year (365 * 14,364)
Non-Basic/Discretionary Travel[3]	3,716,795 cars per year (8,959,653 - 5,242,860)
Potential Capture @ 5%	185,840 cars per year (.05 * 3,716,795)
Assume 50% "Two-Way Travel"	139,380 cars per year (185,840 * .75)
Maximum Potential Yearly attendance (2.8 persons per car for recreation/vacation travel)	390,264 persons (2.8 * 139,380)

[1]Data collected at CalTrans Station 239, 0.8 miles north of Sacramento River Bridge. This is a location that is somewhat removed from urbanized areas and gives a representative indication of yearly traffic fluctuations.

[2]Basic, or base level, travel is generally defined as that related to work or other household needs.

[3]Non-basic, or discretionary, travel is generally defined as that related to recreation, social visits, recreational shopping, and vacations.

This facility also has direct visibility from a freeway and extensive signage. To approximate a maximum capture rate for the Turtle Bay location, close to a major interstate freeway, but without direct visibility, the ten percent figure for the Nut Tree was reduced by half.

To check the validity of this method, a comparable facility, the "Gila River Arts and Crafts Center and Heritage Park", along I-10 between Phoenix and Tucson, Arizona, was studied. Gila River reports an average yearly attendance of 300,000 persons and average daily traffic passing on I-10 of 14,000 cars. Based on attendance, the Gila River facility captures 2.9% of the total traffic which passes it. This includes both discretionary and non-discretionary traffic. As Table 2 indicates, applying the same analysis to Turtle Bay yields a capture rate of 2.2% of total traffic. This compares well to Gila River and suggests that the five percent capture rate for discretionary traffic on I-5, resulting in a maximum possible attendance of approximately 400,000 persons/year, is reasonable.

TABLE 2
Comparison of Turtle Bay and Gila River Capture Rates

Location	Average Daily Traffic (1985)	Average Annual Traffic	Total Occupants (2/car)	Average Annual Attendance	Capture Rate
Gila River	I-10=14,000	5,110,000	10,220,000	300,000	2.9%
Turtle Bay	I-5 =24,500	8,942,500	17,885,000	400,000 (assumed)	2.2% (assumed)

Aside from an available market, the nature and quality of the facility is the most important factor in attracting attendance. As Table 3 indicates, high quality facilities of the kind envisioned do attract high levels of attendance. Gila River consists of a re-creation of a traditional indian village, a restaurant, and a gift shop featuring indian arts and crafts. The Sonora Desert Museum, also in Arizona, is located twelve miles west of Tucson and I-10. This outdoor museum is nationally renowned and had a 1986 attendance of approximately 550,000 persons. Though not adjacent to I-10, the Sonora does benefit from proximity to "Old Tucson" (a theme park developed on an abandoned cowboy movie set), the Saguaro National Monument, and the City of Tucson itself, with a population of approximately 600,000.

To summarize, a significant tourist market appears to be available to support a park of this type at Turtle Bay. Capturing it requires development of a unique, high quality facility; one that provides enjoyable and entertaining experiences as well as things presented for their instructional and educational value.

PARK ATTRACTION/LOCATION	TYPICAL YEAR ATTENDANCE	PROGRAM
Living History Farms Des Moines, Iowa	80,000	600-acre re-creating the progress of midwestern agriculture from Indian settlement through the future of the prarie.
Plymouth Plantation Plymouth, Massachusetts	304,000	A 105-acre nonprofit educational living museum. Re-creates life in early Plymouth, including Mayflower II ship.
Old Sturbridge Village Sturbridge, Massachusetts	504,000	200-acre re-creation of early 1800's New England Village, with a green and more than 40 old houses, shops, and mills moved to the site. Working historical farm; special events and picnic area.
Colonial Williamsburg Williamsburg, Virginia	946,000	173-acre re-creation of Colonial Capital of Virginia. Craftsmen-demonstrators in more than 20 open shops daily. visitor information center with 35-minute film.
Farmer's Museum and Village Crossroads Cooperstown, New York	90,000	20-acre project illustrating life in rural central New York durin the period 1800-1850.
Connor Prairie Pioneer Settlement Noblesville, Indiana	147,000	55-acre re-created 1836 settlement contains 25 buildings. Staff of craftsmen-demonstrators do extensive character role-playing based on careful historical research. Picnic shelter, cafeteria, gift shop.

	PARK ATTRACTION/LOCATION	TYPICAL YEAR ATTENDANCE	PROGRAM
COMBINATION NATURAL/CULTURAL/HISTORY-ORIENTED	Kern County Museum and Pioneer Village Bakersfield, California	150,000	14 acres containing building representative of a frontier community in 1865-1910. The village contains the pioneer museum which is visited by 25,000 school children annually. The village is also home of an oil industry museum, railroad exhibit, buildings housing old vehicles, farm exhibits and California animal display.
	Silver Dollar City Branson, Missouri	950,000	Themed amusement park developed around historic 1870 Ozard mining village; demonstrations of 28 frontier crafts; stage shows, amusement rides, cable railroad, gift shop, restaurants, picnic area.
	Gila Indian Center Heritage Park Sacaton, Arizona	300,000	Five Indian villages, arts and crafts museum and shops, events.
NATURAL HISTORY-ORIENTED	Arizona-Sonora Desert Museum Tucson, Arizona	550,000	Botanical gardens, natural habitats with desert animals, indoor/outdoor earth science museum, various birds, reptiles, and mammals, gift shops, and foot service.

"Redding Landing" Specialty Retail Center

Specialty retail centers are generally termed "specialty" for their recreational shopping environment, with three critical features: 1) a special setting, 2) quality restaurants, and 3) unique goods and services. The site selected for "Redding Landing" certainly constitutes a special setting, with views to the Sacramento River, bluffs, and riparian woodland areas. Special restaurants and high quality goods will be a necessary feature of the project's development program when it is established.

To create the concentration of goods and activity necessary for an attractive specialty retail environment, 35,000-50,000 square feet of gross leasable area gross leasable area (GLA) is generally regarded as the bare minimum required. The Downtown Mall Market Study (Sarah James Associates, October, 1985) describes typical specialty retail centers as ranging from 50,000 to 300,000 square feet. For comparison, Table 4 identifies six major specialty retail centers in California.

Another general rule is that $140 per square foot of GLA is the minimal sales level for a specialty retail market. In San Francisco, Ghirardelli Square and The Cannery each sell approximately $200 per square foot. Pier 39 sells approximately $300 per square foot.

Table 5 indicates that $140/s.f. would be near the top of the market in Redding but is still an attainable figure, especially since there is no comparable competition in Shasta County. Using 50,000 square feet of GLA as the minimum size for a possible project, and $140/s.f. as a minimum annual sales level, would yield a total annual sales figure for the project of $7,000,000.

Based on the figures cited in the Downtown Mall Market Study, 1985 sales potential for specialty retail categories in Shasta County was $94,500,000 (see Table 6). Of this amount, $3,300,000 "leaked" to stores outside the County. Sales of $7,000,000 per year would indicate that the project was capturing approximately 7.5% of specialty retail sales potential in the Shasta County trade area (defined as mid-way between the secondary and tertiary trade areas for the Downtown Mall trade area). Given the lack of competition in the specialty retail market, a potential capture of 7.5% is feasible.

Another simple test of the feasibility of such a project is its attractiveness for development, measured by an estimate of its annual return on initial capital investment. Assuming construction costs total $60 per square foot, with tenants providing all interior finishing work, the developer's capital investment, exclusive of land, would be $3,000,000. With rents at roughly 10% of sales, or $14/s.f., (a conservative estimate; Shasta Mall ranges from $16 to $24/s.f.) annual income would equal

TABLE 4

Six Major Specialty Centers in California

Location	Specialty Center	Approximate Sales Area - S.F.
San Francisco	Ghiradelli Square	136,000
San Francisco	Pier 39	202,000
Santa Ana	South Coast Plaza Village	120,000
Knott's Berry Farm	Buena Park Market Place	135,000
San Diego	South Port Village	106,000
Newport Beach	Lido Village	103,000

Sources: a) Economics Research Associates

TABLE 5

Shasta County Specialty Retail Sales Potential Vs. Taxable Retail Sales - 1984
(by selected categories from Downtown Mall Market Study, 1985)
(000's)

Retail Category	1985 Shasta County Sales Potential	1984 Shasta County Taxable Sales-Retail	Estimated Leakage (Inflow) Shasta County	Percent Leakage: Shasta County
Apparel/shoes	$27,547	$20,263	$ 7,284	26%
Jewelry	$ 6,029	$ 2,983	$ 3,046	51%
Variety	$ 5,784	$ 3,437	$ 2,347	41%
Restaurants (eating & drinking)	$55,193	$64,600	($9,407)	
TOTAL	**$94,553**	**$91,283**	**$ 3,270**	

Sources:
a) Sales Potentials derived from 1985 Annual Sales Potential Store Summary Report, Urban Decision Systems, Los Angeles, April 1986.
b) Taxable Retail Sales - CA Board of Equalization, 1984, Tables 3 & 5, (Redding Downtown Data).
c) 1984 Shasta County population - Sales & Marketing Management Survey of Buying Power, October 1985.
d) Sarah James and Associates, Downtown Mall Market Study, October 1985.
e) Economics Research Associates and Planning Collaborative, Inc.

$700,000 for an annual gross return of 23%, a seemingly attractive rate. With financing, return on equity would be substantially more.

Based on these assumptions and data, a 50,000 square foot specialty retail center on the proposed site is certainly a feasible use. A development program that includes high quality goods and services and a high proportion of restaurants and food vendors (approximately 40% of GLA is recommended) would help the project attract the maximum patronage possible. This discussion has not attempted to quantify the seasonal tourist market as another source of patronage. Based on the information presented in the discussion of Turtle Bay it could be significant.

Office Market

No comprehensive data on the existing supply or absorption rate of office space in the Redding area is currently available. In lieu of a comprehensive overview, information was gathered from a number of commercial real estate brokers and leasing agents. These sources indicate that, unlike most office markets in California, Redding is not "grossly overbuilt." However, the market for office space in the middle range of the market ($.75 to $1.00 per square foot) is overbuilt for the near term.

Space in the high end, "Class A" market is also overbuilt for the near term. However, it was reported that the most attractive building sites for this market - those on the bluffs with riverfront views - have almost all been developed. Rents in this market range from $1.16 to 1.35/sf for space in the Redbanks Office Park, to $1.60/sf for space in Shasta Center Executive Suites (reported to be 92% filled). Shasta Center includes a health club and other amenities.

Though the Class A market appears to be filled for the present, the only land available for the expansion of this market appears to be within or adjacent to the Park Marina Drive area. Given this situation and a steady expansion of the service sector in Redding, it seems that office uses, particularly at the high end of the market, would be a very viable use within the study area at some point in the near future.

Conclusions

This Market Overview is not meant to be a detailed market study. It has served as a basis for proposing land uses for the Specific Plan that fulfill the City's goals for Turtle Bay and the Riverfront, and that are feasible from a market perspective. A thorough market analysis would require much more than the assumptions and rules-of-thumb discussed here, as well as more defined project development programs.

Given these caveats, the uses proposed, especially the Heritage Park and Redding Landing, have the possibility of being successful and exciting. Together, these uses could enhance both public enjoyment of the Riverfront and general economic development in the City of Redding.

ALTERNATIVE SKETCH PLANS STUDIED

At the second and third committee workshops, a number of sketch plans for the Riverfront were presented by Planning Collaborative, Inc. Five options for Park Marina Drive and two options for Turtle Bay were discussed at length. These concept plans were evaluated by the consultant and committee in selecting a specific direction.

The alternative sketch plans for Park Marina Drive were:

1. "Existing Trend/Policies" - Continuation of existing dispersed patterns of development.

2 ."Greenway" - Intensification of all uses between Park Marina Drive and the A.C.I.D. Canal; acquisition of all lands between Park Marina Drive and Riverfront for public open space,.

3. "Gateway" - Concentration and intensification of commercial use at north and south ends of Park Marina Drive; public open space concentrated in between.

4. "South End Intensification" - Development of new commercial uses at south end of Park Marina Drive; connection to intensification of development at Montgomery Wards' and Cypress Square Village Plaza. Public open space extending north to Highway 299.

5. "Central Attraction" - Enhancement of existing uses and some new development at north and south ends of Park Marina Drive; development of present Park Marina Village residential area as destination-oriented hotel/resort location.

Sketch Plan 3, "Gateway," emerged as the plan with the most general appeal.

The two sketch plans presented for Turtle Bay were:

1. "Civic Exhibition Park" - Creation of civic-oriented complex linked to Auditorium and containing "stand-alone" public or foundation-funded exhibit facilities.

2. "Heritage Park" - Creation of commercially-oriented facility that uses the heritage and natural resources of the River and the surrounding region as its image. The facility is designed to maximize the relationships to natural features of Turtle Bay for education, culture, recreation, and entertainment.

While both of these sketch plans were studied further and refined, Sketch Plan 2, heritage Park, was selected. The Sketch Plan concept was modified to limit the commercial orientation, and keeping developed, high-intensity visitor uses within a 15-20 acre area near the Monolith.

Evaluation of Alternative Land Use Programs

Once a basic direction (sketch plan) was selected, the specific land uses and intensities needed to be established. Over the course of two workshops, a series of alternative land use programs were presented and evaluated.

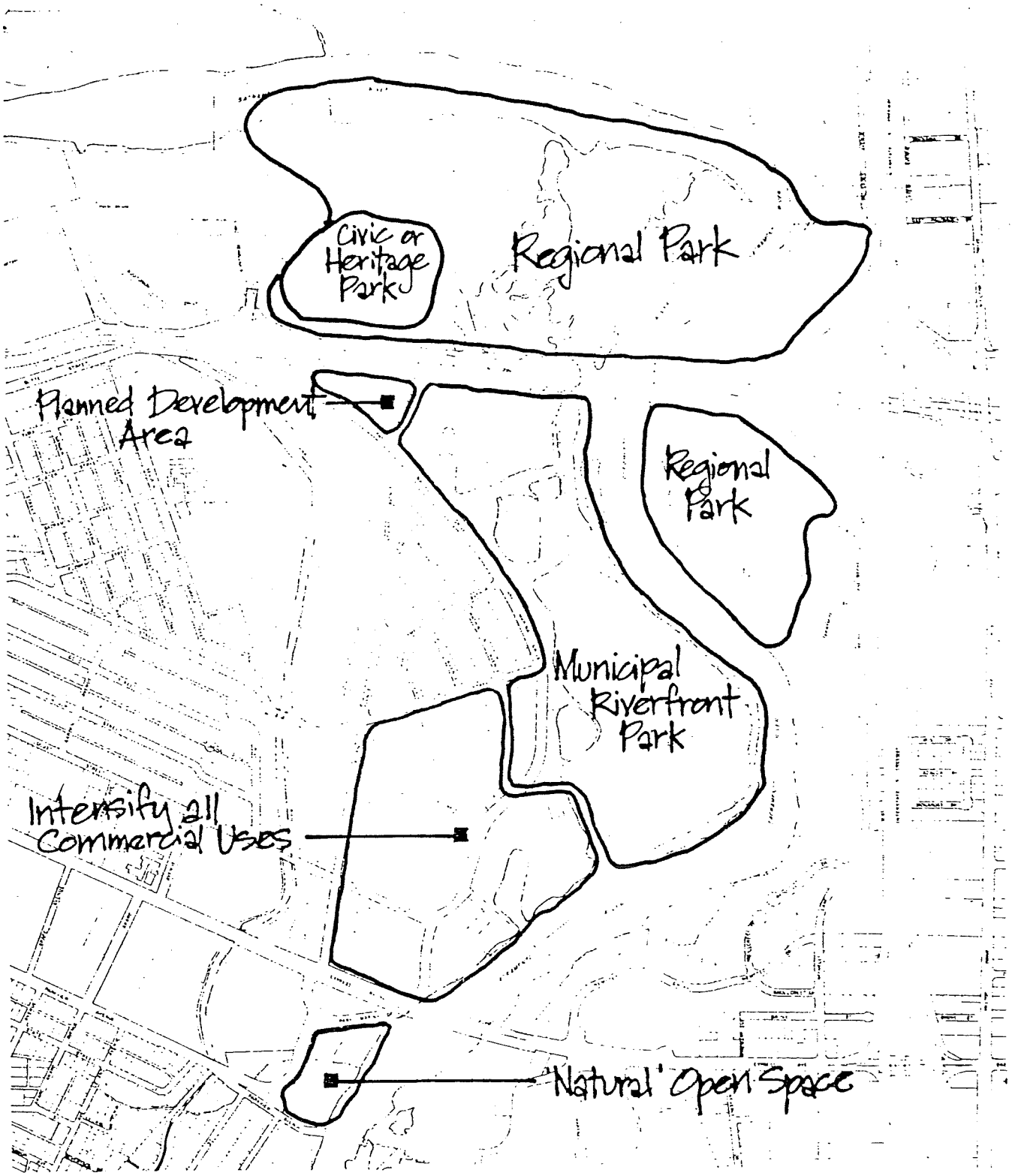
The Alternatives Summary Table below presents information developed for comparison. The information is approximate, and relies on the use of "rule of thumb" estimates and other assumptions to establish land use areas:

- All acreages given for land use areas are approximate, and include walks, service roads, and other support functions necessary for the use.
- Attendance levels for the commercial recreation facilities and square footage of retail and office development are based on preliminary estimates of market potentials.
- Each alternative contains assumptions about building height and arrangement.

	Alternative A Lower Intensity	Alternative B Moderate Intensity	Alternative C Higher Intensity
SUMMARY TOTALS			
Park & Open Space	260 acres plus river	251 acres plus river	243 acres plus river
Developed (includes commercial rec. at Turtle Bay)	28 acres	37 acres	45 acres
Linear Ft. of Trail/Bikeways	17,000 (3.2 mi)	17,000 (3.2 mi)	17,000 (3.2 mi)
TURTLE BAY SUB-AREA			
Existing Devel. Zone (Auditorium Posse grounds, etc.)	52 acres	52 acres	52 acres
Open Space/ Nature Preserve (including Turtle Bay East)	143 acres	137 acres	131 acres
New Active Rec. Area	12 acres (100 cars)	22 acres (321 cars)	40 acres (321 cars)
Annual Visitor Days	125,000	400,000	400,000
Peak Day Attendance time/100 cars	625 (280 @ one time/320 cars	3000 900 @ one time/320 cars	3000 900 @ one

	Alternative A Lower Intensity	Alternative B Moderate Intensity	Alternative C Higher Intensity
Park Marina Drive Sub Area			
Active Recreation Area	37 acres land 80 acres water	34 acres land 79 acres water	32 acres land 80 acres water
New Commercial Retail Area	33,000 sq.ft. (150 cars)	75,000 sq.ft. (510 cars)	125,000 sq.ft. (620 cars)
Hotel/Motel	Rehab exist. & add units facility	Rehab. exist. new 100 unit	Rehab. exist;
Office	40,000 sf (135 cars)	150,000sf *(490 cars)	160,000sf (530 cars)
*some parking is shared			
Housing	No change	re-zoned to allow 145 units (15 units per acre)	re-zoned to allow 232 units (24 units per acre)

Based on these comparisons and discussions at several workshops, the Committee directed the consultants to pursue Land Use Alternative C, Higher Intensity, with some minor modifications. Based on this input and subsequent directions for a Gateway Concept for Park Marina Drive and Heritage Park/Wild Area Concept for Turtle Bay, the consultant proceeded to prepare the Specific Plan.



REDDING RIVERFRONT Specific Plan

South End Intensification Plar

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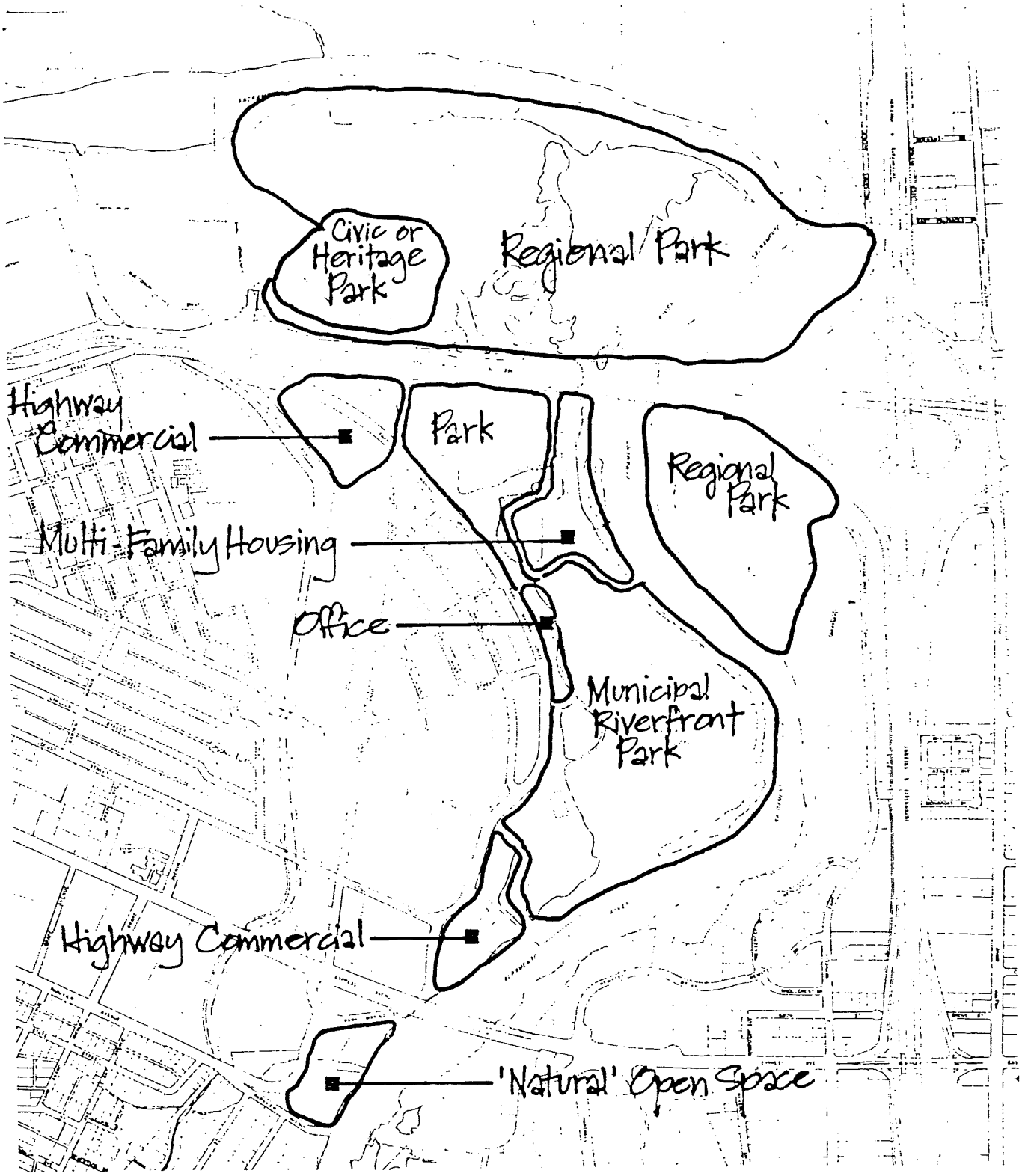

REDDING RIVERFRONT Specific Plan

Existing Trends/Policies Pla..

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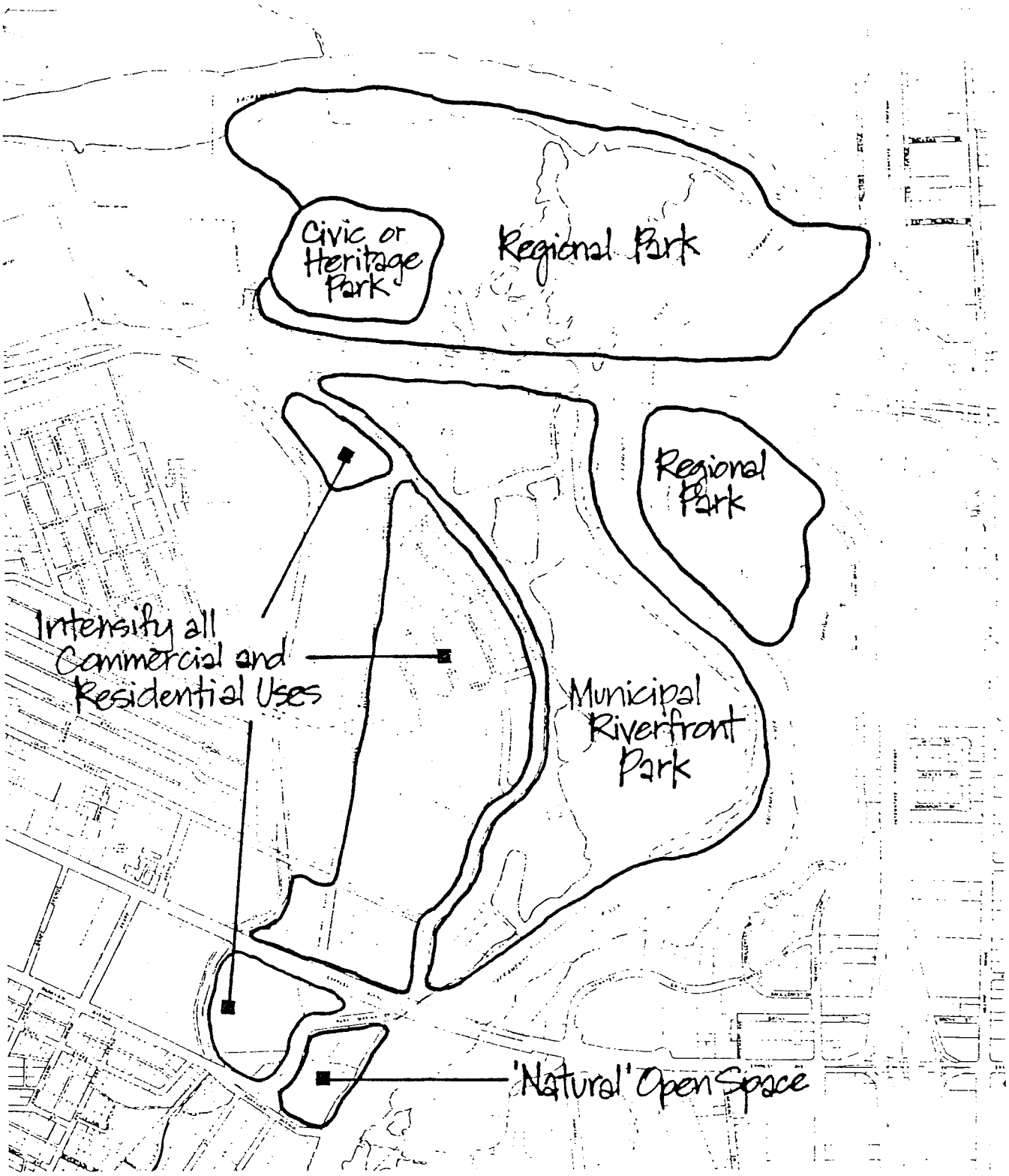

REDDING RIVERFRONT Specific Plan

Greenway Plan

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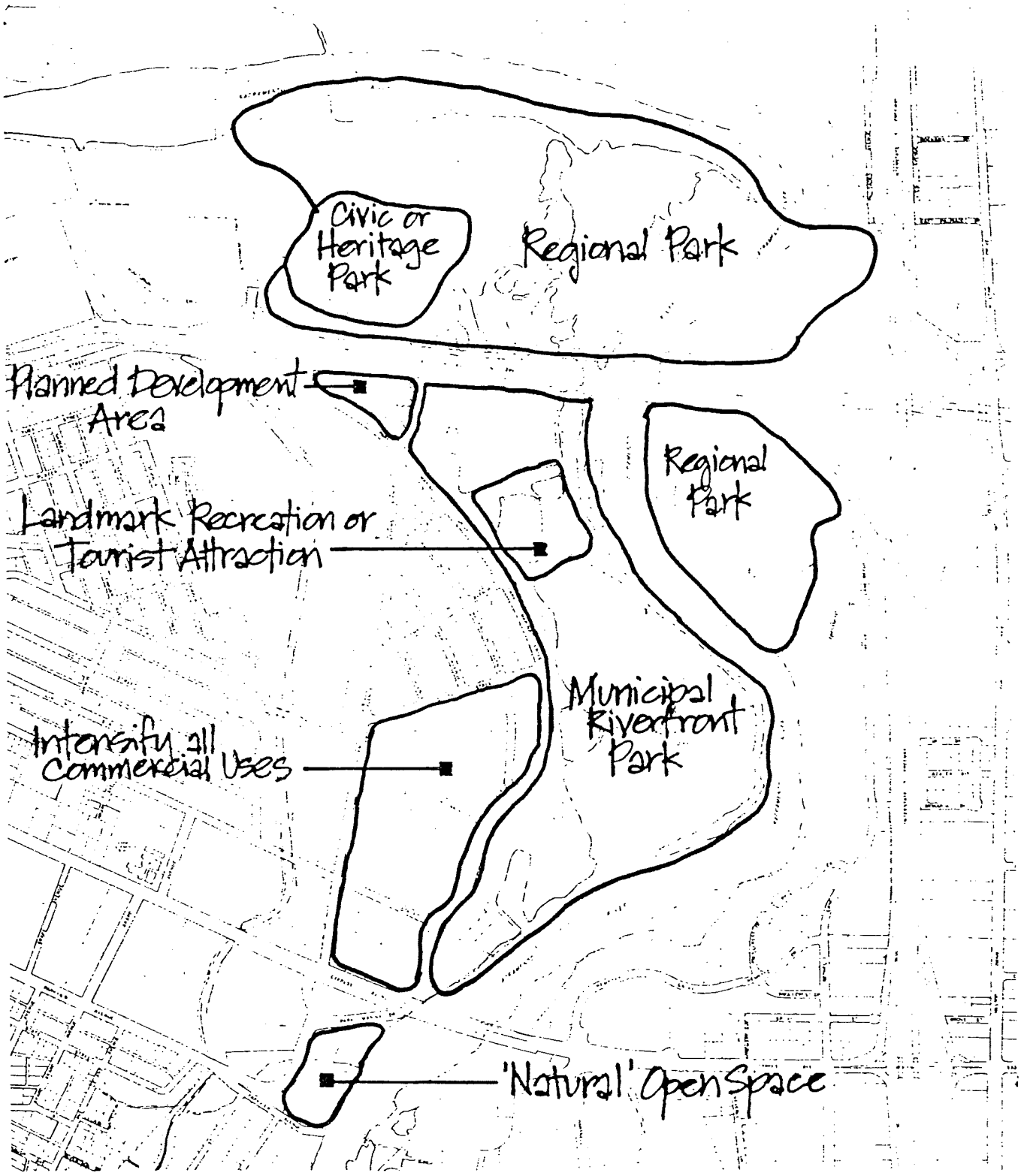

REDDING RIVERFRONT Specific Plan

Central Attraction Plan

12-9-86

The [illegible] Partnership, Inc.
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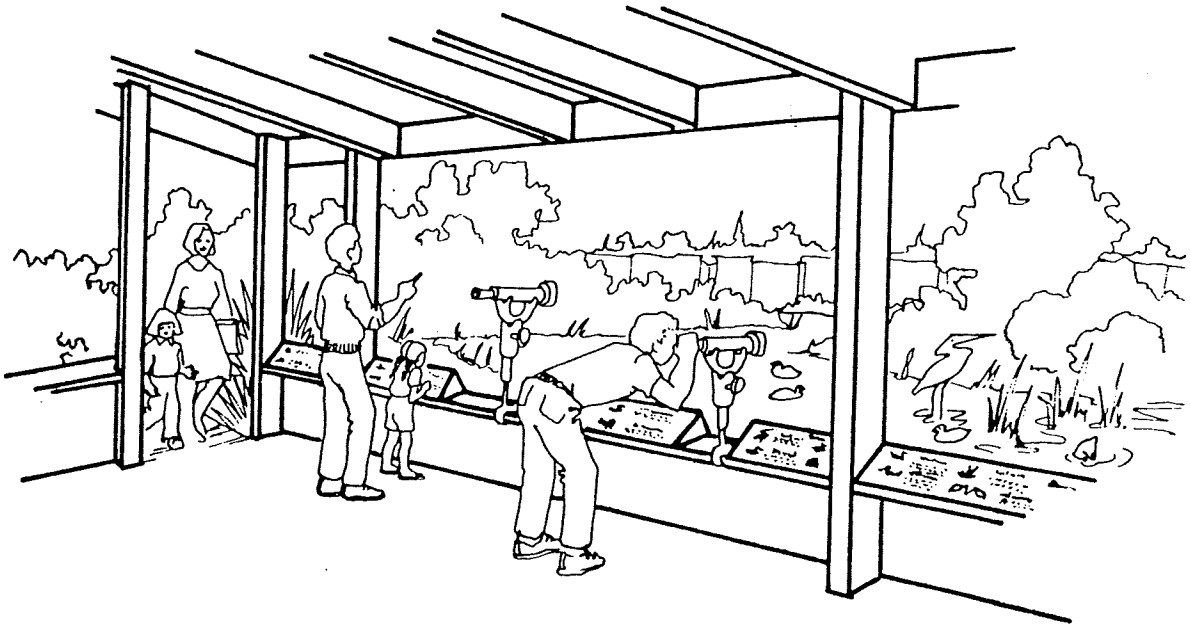
APPENDIX C

The following sketches illustrate some of the possible exhibits and features of the Turtle Bay River Museum and Heritage Park.

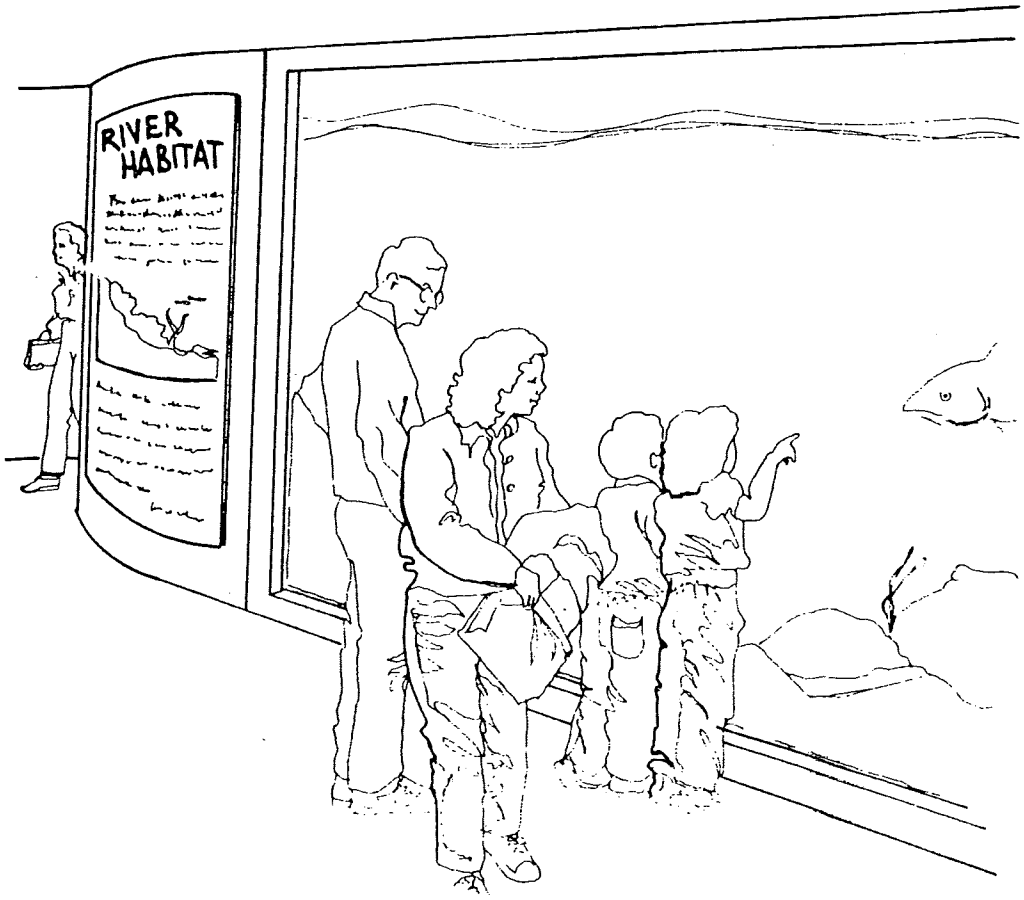
They are provided by Kathryn Gray and Three Friends Design Studio, Courtesy of Carter House Museum.

Riparian Zone Nature Trail

Indoor/Outdoor Native Animal Exhibit



Wildlife Observation Room



River Aquarium

APPENDIX D

PERSONS AND ORGANIZATIONS CONTACTED

Marcia Howe, Director, Carter House Natural Science Museum, Redding

Phyllis Sletteland, Board Member, Carter House Natural Science Museum, Redding

Roy Montgomery, Director, Redding Civic Auditorium

John Lawson, Business Editor, Redding Searchlight

John Reginato, Shasta Cascade Wonderland Association, Redding

Kent Emmanuel, Planner, City of Redding DPCD

Doug Will, City of Redding, Department of Public Works

Bill Hayter, Hill and Cox, Inc., Redding

Bob Halliday, Leasing Manager, Shasta Center Executive Suites, Redding

City of Redding Board of Realtors

Park Marina Village, Redding

Steve Gains, Director, Redding Motel Association

Carol Bartley, Shasta County Economic Development Corporation

Chamber of Commerce, City of Redding

Chamber of Commerce, City of Red Bluff

Chamber of Commerce, City of Anderson

John Sullivan, CALTRANS, Redding

Marsella Nankervis, CALTRANS, Redding

Gene James, CALTRANS, Sacramento

Robert Allen, California State Parks Department, Old Shasta

Larry Svetta, State of California, State Lands Commission

Mike Cowan, State of California, Bureau of Reclamation

Gene Erba, California State Parks Department

Rocky Main, National Logging and Timber Products Museum

Gary Stacey, State of California, Department of Fish and Game

Ron Tewes, State of California, Department of Water Resources

Tiffany Bouselob, State of California, Economic Research Department

Kaye Robertson, State of California, Economic Research Department

State of California Employment Development Department

Dwayne Lyon, U. S. National Forest Service

Ray Fanst, U. S. National Park Service, Whiskeytown

Jay Jessen, National Park Service, Whiskeytown

Wayne King, U. S. Bureau of Land Management, Sacramento

Joe Williams, U. S. Bureau of Land Management, Sacramento

Jean Hawthorn, National Forest Service, San Francisco

Gary Sinclair, National Forest Service, San Francisco

John Bader, U.S.G.S. Palo Alto

N.J. Freeman Company, San Francisco

Jay Watson, The Wilderness Society

Peggy Rubin, Ashland Shakespeare Festival, Ashland, OR

Richard Trudeau, Recreation Consultant

Chris Helms, Development/Public Affairs Officer, Sonora Desert Museum, Tucson, AZ

John Long, Director, Gila River Heritage Park and Indian Arts and Crafts Center, AZ

John Sterling, Information Officer, Huron-Clinton Metropolitan Authority, MI

Vancouver Public Aquarium Association, Stanley Park, Vancouver, B.C., Canada

Corning Glass Center, Corning, NY

Colonial Williamsburg, Williamsburg, VA

Mystic Seaport Museum, Mystic, CN

Corner Prairie, Noblesville, IN

Linda Reck, Management Office, Larkspur Landing, Larkspur, CA

APPENDIX E

TRAFFIC ANALYSIS
DIESTELHORST BRIDGE CLOSURE
WITH AUDITORIUM DRIVE EXTENSION
AND BRIDGE CROSSING OF SACRAMENTO RIVER

Problem Description and Study Scope

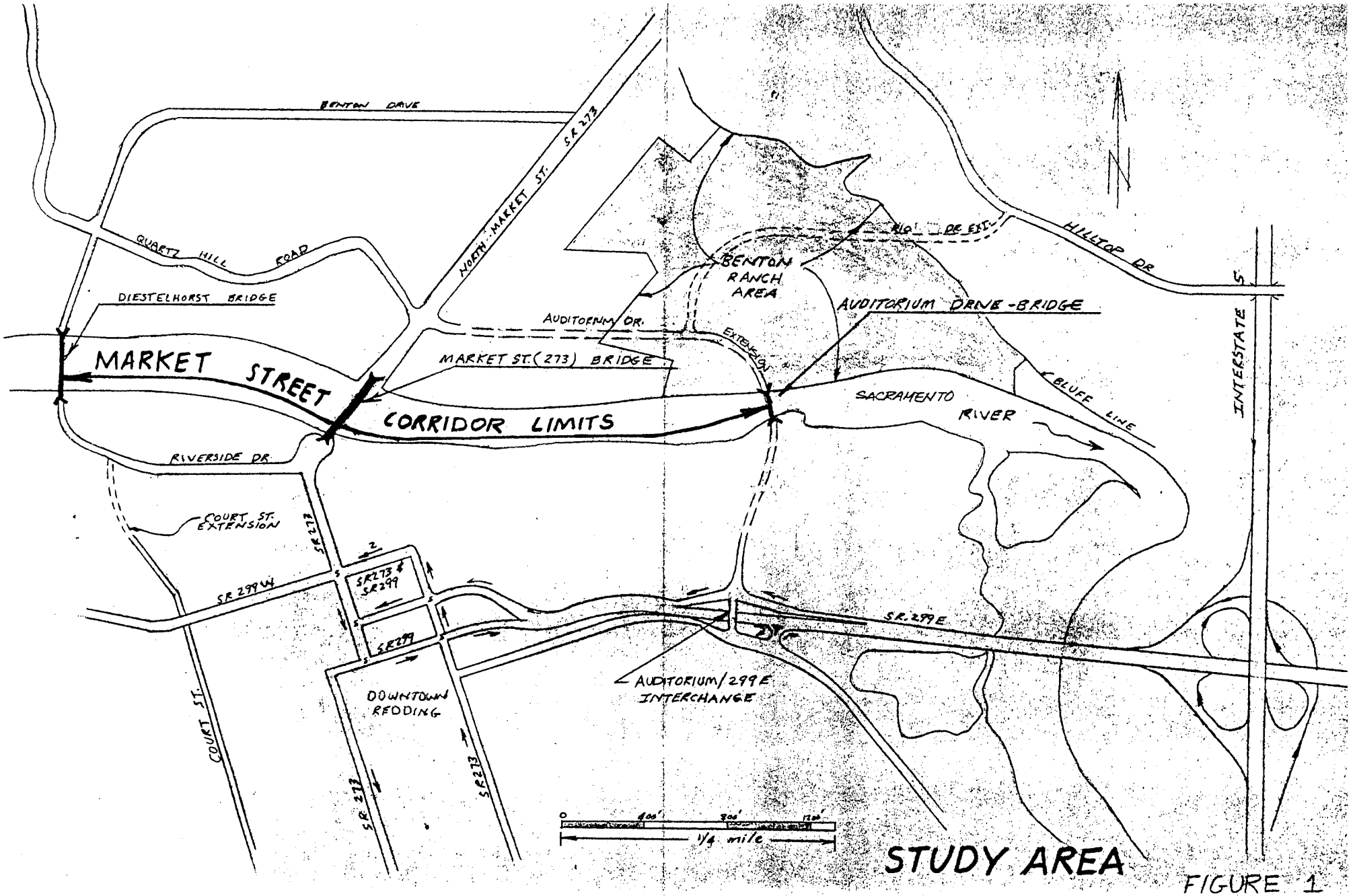
The portion of the City of Redding lying west of Interstate 5 generally and especially that portion north of Freeway 299 East is expected to experience significant development as General Plan growth occurs. Existing circulation system limitations attest to the advisability of matching the best workable arterial capacity with traffic circulation and access needs of development. Specific concern in the analysis of this study centers on whether or not a new Sacramento River crossing on the Auditorium Drive extension would be far better utilized than the proposed Diestelhorst Bridge replacement that serves the Benton Drive/ Court Street extension. Both crossings serve the north to south movement of vehicle trips across the Sacramento River along what is called the Market Street traffic corridor. For the purpose of this study, the Market Street corridor is defined as the combination of the three closely spaced bridge crossings of the Sacramento River that serve north-south vehicle trips, as depicted in figure 1.

A proposal for replacement of the 75-year-old Diestelhorst Bridge has been considered for sometime. Also, the traffic capacity problems of State Route 273 and the potential for added capacity by extending Auditorium Drive from its interchange at State Route 299 to an intersection with State Route 273 north of the Sacramento River have been proposed. A recent proposed land exchange and development of a City municipal complex have increased the desire for an Auditorium Drive crossing.

Figure 1 illustrates the bridge crossings and their alignments relative to the existing street system.

The study herein was undertaken to examine future circulation needs of the State Route 273 (Market Study corridor) as related to the need to construct either the Auditorium Drive extension or Diestelhorst - Court Street Extension; both alignments are shown in figure 1. The 1985 Central Shasta County transportation model was used in this analysis. However, balancing methods were employed to estimate travel volumes based on capacity problems and projected development characteristics of the study area.

The methods used are designed to provide a quick response to important transportation planning and policy questions such as the viable need for the Auditorium Drive river crossing versus the Diestelhorst crossing. The results obtained are reasonable estimates of the magnitudes of travel and traffic volumes which can be expected if development occurs as projected. In using the results of this analysis, it is important to remember, however, that precision should neither be sought nor impacted in the traffic-volume projections developed.



STUDY AREA

FIGURE 1

Background

Diestelhorst Bridge Replacement - The City of Redding currently is pursuing a proposed replacement of Diestelhorst Bridge. The existing concrete-arch bridge is 75 years in age and has a substandard 20-foot-wide road width (1984 AASHTO standard requires a 32-foot plus 5-foot sidewalk width). Recently, the City designated the bridge roadway for one-way northbound motor-vehicle flow only and provided part of the bridge for exclusive use by pedestrians and bicyclists. The bridge replacement is included on the Federal Bridge Replacement Program; construction could occur by 1991. The cost is estimated at $3.8 million. The City is ready to proceed with consultant bids on the environmental review and preliminary design studies. However, if an Auditorium Drive bridge qualifies for these funds with the City accepting absolute financial responsibility for the Diestelhorst Bridge, the EIR will be amended to include the Auditorium Drive bridge.

State Route 273 Corridor Study - The Shasta County Regional Transportation Agency completed a traffic study of State Route 273 (North Market Street). North Market Street is the major four-lane roadway that serves as the primary vehicle route across the Sacramento River in the study area. The traffic analysis identified specific intersection capacity problems in downtown Redding on the North Market Street alignment. Both the Diestelhorst and Auditorium Drive crossings were reviewed for traffic mitigation of the North Market Street problem. It was estimated that 3,000 vehicle trips would shift to the Auditorium Drive extension off North Market Street bridge and downtown streets. However, the closure of Diestelhorst Bridge was not examined, as it related to additional movement of vehicle trips between these river crossings.

City Acquisition of Benton Ranch - The City of Redding is currently reevaluating a trade of Benton Ranch property for other City-owned lands. The Benton Ranch areas lies north of the Sacramento River and east of North Market Street as depicted on figure 1. This land could become a site for future City municipal buildings, parks, and museum facilities. The Auditorium Drive extension from the existing State Route 299 East interchange north to North Market Street would be a required access to properly serve the Benton Ranch area.

General Plan Circulation Element - In the City's General Plan Circulation Element, the Diestelhorst and Market Street (State Route 273) river crossings are proposed to be maintained and the Auditorium Drive bridge built by 2005. The problem being addressed in this report is the priority of implementation, regarding Diestelhorst replacement, or a new Auditorium Drive bridge utilizing State, Federal, and City funds. Questions are:

1. Should Diestelhorst be replaced or should a new bridge at the plan Auditorium Drive river crossing be built first?

2. Which bridge investment best serves the traveling public over the next 20 years?

3. Can the City achieve the use of Federal bridge replacement funds to construct either the Auditorium Drive or Diestelhorst location?

Traffic Evaluation

Figure 1 presents the assumed future-street network in the study area. The street shown as the dashed line is the Auditorium Drive extension as envisioned by the General Plan Circulation Element. Also shown are the State Route 273 (North Market Street) and Diestelhorst Bridge (Benton Drive) river crossings. Please note that Benton Drive crosses the Diestelhorst Bridge. The name Diestelhorst only applies to the bridge. Traffic assignments were made with all three crossings of the river. The findings of the year 2005 traffic-volume projections from the 273 corridor included in Appendix "A" study were:

1. The Benton Drive crossing would divert approximately 3,200 vehicle trips off the North Market Street bridge. The connection of Court Street to Riverside Drive was assumed to be in place completing the downtown street-circulation network. See figure IV-15 in Appendix "A" for other daily traffic volume changes on the street network.

2. The Auditorium Drive extension and Rio Drive extension through the Benton Ranch property would divert 3,000 daily vehicle trips off State Route 273. See figure IV-19 in Appendix A for other daily traffic-volume changes on the street network. Please note that the model run utilized in the State Route 273 Corridor Study provided for a longer travel route along Auditorium Drive extension. The travel time resulted in a low estimate of vehicle trips. Later in this study, the new computer runs utilized a shorter road extension with a faster travel time.

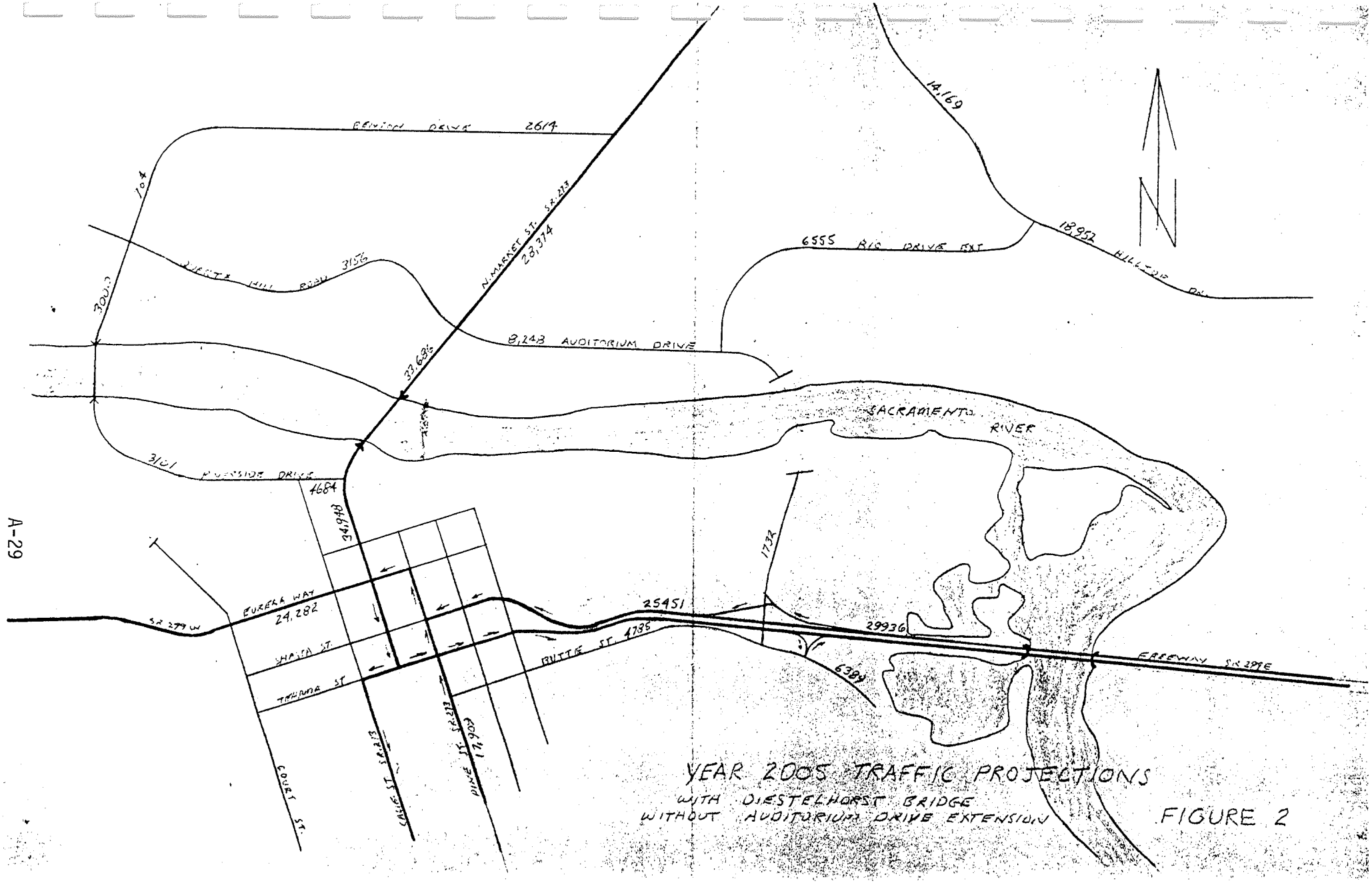
3. The downtown street intersections of State Route 273 (North Market Street) at Eureka Way and Trinity Street will operate at level-of-service "F" with both of the Benton Drive-Court Street extension and the Auditorium Drive extension in place as depicted in figure 1. These two road extensions and a shift in the one-way couplet street patterns in north downtown Redding would allow level-of-service "C" at critical intersections.

The above findings indicate that both the Benton Drive - Court Street extension utilizing the existing Diestelhorst Bridge and the Auditorium Drive extension are likely needed to maintain 273 corridor traffic intersection movement at acceptable levels of service "C." The question is, which bridge should be built first?

To answer the question of priority of first construction between the Benton Drive - Court Street extension and the Auditorium Drive extension, two computer runs were made using the 1985 Shasta County Transportation Model. These two computer runs reflected year 2005 projections on the below described street networks:

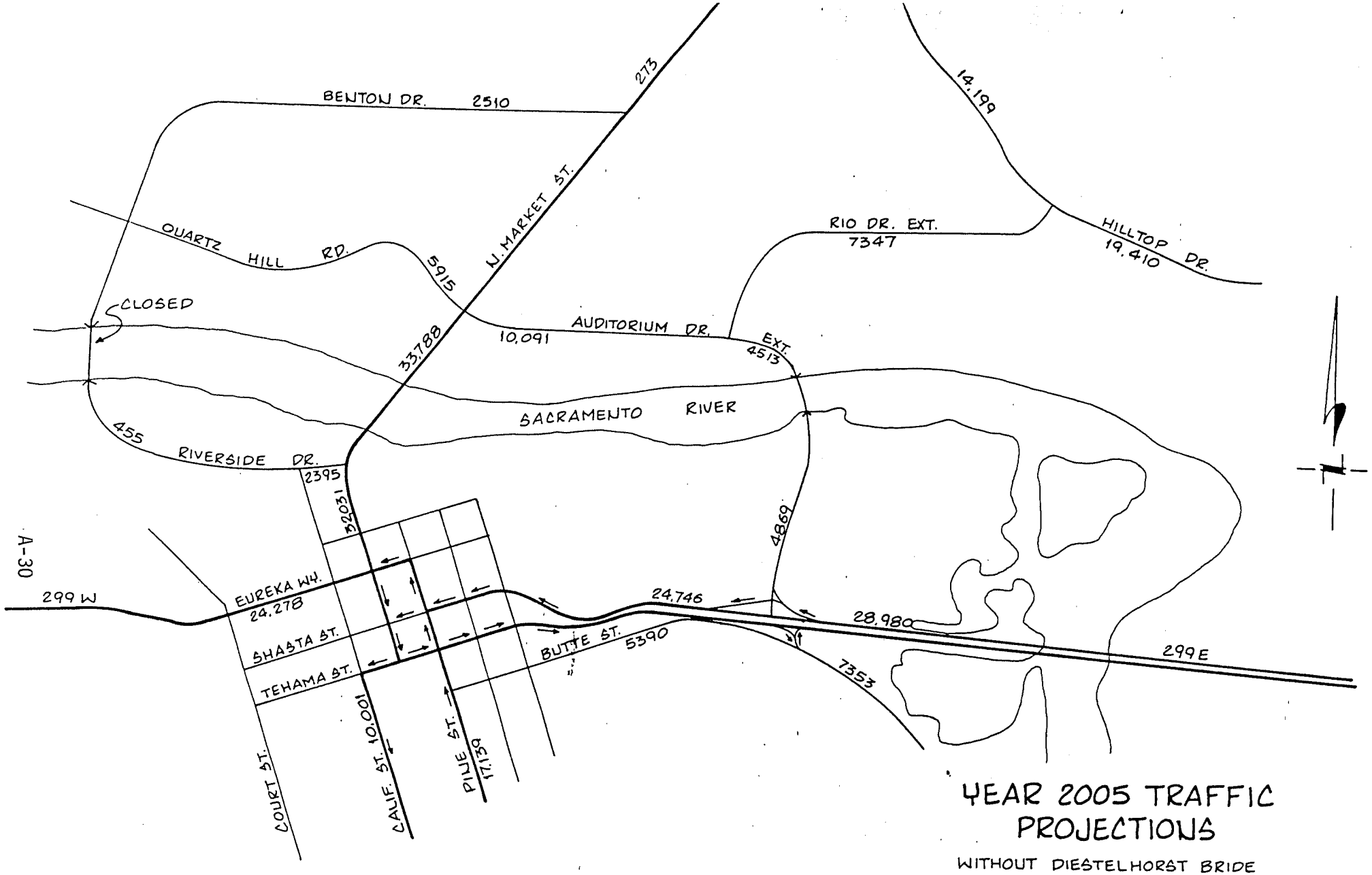
1. Diestelhorst Bridge closed, with Auditorium Drive extension in place (see figure 3). A revised network was utilized to reflect the most direct route of the Auditorium Drive connection between the intersection of North Market Street at Quartz Hill Road and Auditorium Drive at Highway 299 East interchange.

2. Diestelhorst Bridge in place, with the Auditorium Drive extension not provided in the street network (see figure 2). This reflects the existing network with the Court Street extension in place.



YEAR 2005 TRAFFIC PROJECTIONS
WITH DIESTELHORST BRIDGE
WITHOUT AUDITORIUM DRIVE EXTENSION

FIGURE 2



YEAR 2005 TRAFFIC PROJECTIONS

WITHOUT DIESTELHORST BRIDE
WITH AUDITORIUM DR. EXTENSION

FIGURE 3

The results of these two model runs of the street network shown in figures 2 and 3 allowed the comparison of traffic and their effects could be evaluated. Traffic also on each of the three bridge crossings of the Sacramento River and the lane capacity of the bridges themselves could be evaluated. The bridge impacts are outlined in Table A.

Table A

Year 2005 Daily Traffic Volume Projections

Bridge Crossing	With Diestelhorst and Without Auditorium Drive Extension		With Auditorium Drive Extension and Without Diestelhorst	
	Capacity	2005 Volume	Capacity	2005 Volume
North Market Street	30,000	33,686	30,000	33,788
Diestelhorst	10,000	3,000	0	(1)
Auditorium Drive	---	(0)	10,000	4,513
	40,000	36,686	40,000	38,301

(1) Assumes Diestelhorst closed to all motor traffic in 20 years. It currently serves about 2,000 daily trips one-way northbound only.

The year 2005 traffic projections outlined in Table A and shown in figures 2 and 3 are the projected future "all or nothing" traffic-assignment volumes for these future networks. The actual volumes which would use these crossings may be significantly different from those shown, especially because these competing routes are in close proximity to each other. Therefore, caution must be exercised in using the volumes shown without the benefit of further balancing or reassignment. Additionally, the Market Street/Eureka Way intersection level of service "F" problem in downtown Redding would create a detouring of traffic to the adjacent route because of peak-hour delays. This situation is not adjusted for in the model projections with the "all or nothing" assignment methodology.

Therefore, in order to develop a more realistic approach to the actual traffic volumes crossing at the three points listed in Table A, a balancing analysis was performed. These techniques take into account the capacity of neighboring crossings and the magnitude of each zone readily served by each crossing. The tabulation shown in Table B shows the balanced volumes.

Table B

Balanced Daily Traffic Volume Projections

Crossing	With Diestelhorst Without Auditorium		With Auditorium Without Diestelhorst	
	Capacity	Volume	Capacity	Volume
North Market Street	30,000	30,000	30,000	30,000
Diestelhorst	10,000	6,686	---	(1)
Auditorium Drive	---	---	10,000	8,301
	40,000	36,686	40,000	38,301

Impact - With Diestelhorst and Without Auditorium

Figure 2 depicts the street network and projected year 2005 traffic projections. Table B shows adjusted bridge traffic. The following comments are provided:

1. The Market Street bridge would carry 30,000 daily vehicle trips. This is 82 percent of the north-south vehicle trips crossing the Sacramento River. Diestelhorst bridge would carry 6,686 daily trips or 18 percent of the north-south river crossing trips.

2. The Court Street connection is assumed to be built. The shift in traffic from Market Street is expected to be 3,686 daily trip ends off the Market Street corridor. Without Court Street connection, about 1,500 trip ends would shift. The Court Street connection is estimated at $750,000.

3. The downtown intersection of Market Street/Eureka Way and Market Street/Trinity Street would approach capacity during peak hours. A modified one-way street pattern is recommended in the 273 corridor study to mitigate the level-of-service "E."

4. Signalizing at Market Street and Quartz Hill Road is warranted.

Impact - With Auditorium Drive and Diestelhorst Bridge Closed to Motor Vehicles

Figure 3 depicts the street network and projected year 2005 daily traffic, comments follow:

1. Based on Table B data, the Auditorium Drive connection would have 8,301 daily vehicles crossing it. This is about 22 percent of the north-south river crossing trip. When compared to the Diestelhorst and its traffic use discussed in Case 1 above, the Auditorium Drive crossing would have about 1,615 more vehicles than the Diestelhorst crossing.

2. The Market Street bridge 2005 traffic forecast would be 30,000 daily trips. This amount of trips would be accommodated on the existing downtown street one-way pattern. Level-of-service "E" would be approached at peak hour with or without the Auditorium Drive extension.

3. The increased use of the Auditorium Drive interchange with SR 299 will require the following improvements:

   - Widening of overcrossing from two lanes to four lanes estimated cost at $1,000,000 to $1,500,000.

   - Signals at three locations: westbound ramps/Auditorium Drive; Park Marina/Auditorium Drive; and eastbound ramps/Park Marina Drive. Cost estimated at $500,000.

   - Addition of a right-turn lane on westbound off ramp. Cost estimated at $100,000.

   All of the above improvements will be required regardless of the Auditorium Drive extension because of growth in the Park Marina Drive corridor.

4. The traffic at Market and Quartz Hill Road currently meets signal warrants. Signalization is recommended with or without the Auditorium Drive extension.

Conclusion

Based upon the traffic-volume projections developed in the course of this study (figures 2 and 3), the following conclusions have been reached regarding the Diestelhorst and Auditorium Drive Bridge crossing of the Sacramento River:

1. The Auditorium Drive River crossing bridge and the completion of the Auditorium Drive extension between Market/Quartz Hill and the interchange at Highway 299 East, is a more desirable bridge crossing when compared to Diestelhorst. The facility would provide the needed crossing capacity of the projected north-south vehicle trips across the Sacramento River to accommodate future development in the Market Street corridor limits shown in figure 1. Without this crossing, traffic on downtown Market Street intersections will likely exceed capacity and additional downtown street circulation needs would be required. The Diestelhorst Bridge would still be needed but has a lower traffic use; therefore, bridge priority points to the Auditorium Drive crossing as a first investment.

2. The Auditorium Drive extension should be a two-lane facility with a first phase two-lane bridge crossing of the river. The year 2005 traffic projections utilized in this report do not reflect ultimate trip generation from total build out of the Redding General Plan. Therefore, the ultimate plan facility should have a four-lane urban roadway.

3. The Auditorium Drive extension does not only have importance as a future facility, but would serve to improve existing and near future traffic conditions in the study area. A second access into the City Municipal Auditorium and Rodeo grounds is provided. Development in the Benton Ranch area would be provided with road access to the central Redding area. In addition, an estimated 3,000 vehicle trips per day would be diverted off the Market Street bridge (State Route 273) facility. This diversion would reduce downtown intersection peak-hour capacity problems and defer proposed circulation improvements.

4. The Auditorium Drive extension and placement in the north-south arterial spacing and associated freeway connections provides the best overall circulation benefits.

5. Finally, the Auditorium Drive crossing would supply a viable pedestrian and bicycle crossing of the Sacramento River when the proposed Sacramento River trail is planned. Additional sewer, power, and waterline facilities would be incorporated into the bridge structure.

Appendix F

EIR-1-88 MITIGATION MEASURES

VEGETATION AND WILDLIFE

The museum complex facilities should be concentrated on the 15 to 20-acre graded/disturbed site surrounding the Monolith. The remaining 120 acres should be for passive use including nature trails to the River.

Prohibition of off-road recreation vehicle use within the Turtle Bay areas should be enforced. Existing vegetation and trees should not be disturbed unless necessary; where trees or vegetation are removed, they will be replaced with species appropriate to the local conditions. Dead trees which are not a health hazard should be left for wildlife dependent on cavity nesting.

"Overlook" and boardwalk structures should be built along the River's edges to provide visual access to the River while protecting sensitive riparian vegetation and wildlife habitats. The development of "Ongoing Resource Management" should establish a vegetative enhancement program to preserve the natural characteristics of the "Wild Area" of Turtle Bay West and ensure that wildlife habitat and vegetative species' diversity lost or displaced in one are be replaced or enhanced in others.

A revegetation element shall be prepared as part of an erosion-control plan for projects advanced within the Plan Area, protecting desirable trees and other vegetation that have erosion and sediment-control value or which provide shade, aesthetics, wildlife habitat, dust control, noise abatement, oxygen production, or nutrient and water cycling.

FLOODING

The following design considerations and design criteria should be considered for all projects proposed within the 100-year floodplain per the FEMA maps:

For any development proposal, discharge quantities, water velocities, and water-surface elevations shall be determined as set forth in Chapter 18.47 of the City of Redding Zoning Ordinance. Hydraulic analysis of the existing condition and the proposed condition shall be completed to the satisfaction of the City of Redding Public Works Department. This shall include, but not be limited to, water-surface elevation changes and velocity changes in the overbank areas at the project site as well as upstream and downstream.

For any structures proposed within the floodway such as the spawning overlook, the design of such structures should consider the passage of flood debris through or around the proposed construction. This can be accomplished by either providing sufficient clear span for flood debris to pass and/or constructing the spawning overlook at an angle to the flow so that flood debris will not catch on the structure and will rather continue around the structure. For the proposed logging pond, all logs should be either removed or secured from September through April to avoid the potential for additional debris entering the River if flood rains occur.

All sanitary-sewer manhole and rodhole lids should be airtight or be installed one foot above the base-flood elevation.

All automatic air-vacuum assembly openings on water mains should be elevated one foot above the base-flood elevation.

All underground facilities shall be protected from damage due to floodwater force (hydrostatic and erosive).

Landscaping plans shall call for vegetation and earth-stabilization techniques that are consistent with the natural flora of Turtle Bay and are in keeping with the existing topographic character of the area. The City of Redding Planning Department and Public Works Department shall review and have approval authority of all improvement plans.

Development should be diverted away from erosion-prone areas. Only where site and soil investigation and proposed construction standards assure complete safety for future developments should such sites be considered.

The minimum setback within the floodplain shall be 30 feet when adjacent to Sacramento Avenue where there is moving water.

The finished floor elevation of the ground floor of any building is to be a minimum of one foot above the 100-year floodplain elevation of the River as established by the most current flood insurance rate map prepared by the FEMA or the Corps of Engineers.

WATER QUALITY

Proposed projects should comply with the City's storm drainage standards, and grading ordinance and erosion-control plans should also be required. Although City staff already has an established City-wide procedure for project approval and site-plan review, erosion-control plans provide a method of ensuring proper consideration of erosion control, surface-water management, vegetation protection, and public nuisance when any major construction or grading activity is contemplated. The permit-issuing authority shall determine the adequacy of the erosion-control plan and may require the submission of additional information where necessary.

Erosion-control plans should specify the scheduling and type of activities involving the construction of facilities, grading, filling, or removal of vegetation. The areas of soils disturbed at any one time and the duration of their exposure shall also be identified. All disturbed areas must be stabilized in the manner specified in the erosion-control plan as approved by the permit-issuing authorities.

All erosion-control plans should adequately assess the surface-water management implications of a proposed project, including water quality, erosion control, groundwater considerations, revegetation, drainage improvements, and the methods and procedures for construction and construction schedule.

Erosion-control plans should include a runoff-control element which specifies the type and location of all temporary and permanent runoff-management facilities, including those to be used during construction to prevent the discharge of degraded runoff water into surface waters.

Erosion-control plans should also include a drainage element which provides the information and calculations used to size the drainage facilities and systems to be installed.

A slope-stabilization element identifying the location, design, and specifications for slope stabilization, which will be utilized during and after construction of the project, should be included in erosion-control plans.

Areas requiring bank stabilization should be identified when specific proposals are advanced. Because of natural changes in bank conditions that may occur before the construction of specific proposals, preparation of detailed plans should be deferred to mitigate potential erosion

problems. A design-phase survey of the project area should be conducted by a team consisting of a qualified engineer, a landscape architect, and a wildlife biologist to refine plans for the grading and stabilization of lake shores and riverbanks. The selected bank-stabilization and erosion-control techniques should include an environmental assessment. The assessment should be made on a project-by-project basis as a condition of improvement plan and/or final map approval. The slope-stabilization information should be utilized where appropriate in the drainage and revegetation elements.

In-water construction mitigation measures include the use of cofferdams while riverbank stabilization and bridge construction occurs. Timing should be planned to avoid restriction of river flows from November to April and also at times when fish runs are occurring. Any work in the Sacramento River will require that applicants comply with Sections 1601 through 1607 of the California Fish and Game Code requiring notification and agreement for all activities involving the alteration of lake, river, or streambed bottom or margin and/or removal of streambed.

Other permits will be required from the State Board of Reclamation, U. S. Bureau of Reclamation, and California Regional Water Quality Control Board. Construction projects shall also meet the water-quality objectives of the regional Water Quality Control Board. A permit from the Department of the Army Corps of Engineers in accordance with Section 10 of the Rivers and Harbors Act of 1899 and under Section 404 of the Clean Water Act for placement of dredged or fill material below the ordinary high-water elevation will also be required.

A stream environment zone element should also be included in the erosion-control plan identifying and describing all lake shores, ponds, and riverbanks in a proposed project area, any proposed encroachments, and proposed protection measures to be used in these zones. This information shall be used in the slope-stabilization and drainage element, if appropriate.

ARCHAEOLOGICAL/HISTORICAL/CULTURAL RESOURCES

Even though much of the Plan Area has been disturbed, Turtle Bay East and the preferred bridge location should be surveyed by a qualified archaeologist prior to project construction. In other areas, if any prehistoric or historical/cultural materials are encountered during construction, all work shall cease immediately pending an inspection of the site and materials by a qualified archaeologist. Adequate mitigation measures will be provided if any sites are encountered.

NOISE

The noise-reduction standards for buildings shall be utilized where applicable and when recommended under State and Federal law.

Noisy construction activities, including heavy-equipment operation or pile driving, will be limited to 7 a.m. to 7 p.m. on weekdays. When specific projects are advanced to develop the harbor areas, project-specific noise studies should be prepared to identify the potential noise impacts which may occur based on the intensity of use proposed for the harbors and the type of crafts which will be accommodated. Potential measures which may be applicable include establishing speed zones on the lakes to reduce power-boat noise, limiting the hours of operation and/or reducing power boat noise by limiting the type of craft which can be docked, launched, or operated on the lakes to nonmotorized crafts such as rowboats, paddle boats, canoes, or rafts. The use of battery-powered boats is also acceptable.

When specific projects are proposed in Redding Landing, noise studies should be prepared if facilities propose live music, either indoors or outdoors. The studies may not be required if it is clearly demonstrated through design, orientation, or the type of music that there will be

no significant noise impacts. Once a facility is established and desires to provide live music, the applicant should apply for a use permit. Noise studies, if necessary, should be provided as part of the permit.

OPEN SPACES/PUBLIC ACCESS/RECREATION

River-oriented parkway should be developed along Park Marina Drive. This will involve reconstruction of some residential and commercial uses developed in the Park Marina Drive area.

Turtle Bay East should be open space with passive recreational uses. The museum complex within Turtle Bay West should be developed on the 15 to 20-acre graded and disturbed site surrounding the Monolith. The remaining 120 acres of Turtle Bay West will remain as open space for passive uses. The only improvements will be nature trails, the River trail, and boardwalks or overlooks along the River.

The policies of the Conservation and Open Space Element encourage acquisition of lands adjacent to the River in fee title or in dedicated easements to increase public access.

Ordinances adopted by the City to protect resources found in the Plan Area include: prohibiting motor vehicles in unpaved areas owned by the City to protect terrain and wildlife from damage; adopting a bird sanctuary ordinance to protect the wildlife in Turtle Bay Regional Park; and the City's Grading Ordinance, which provides wildlife habitat protection.

The museum complex facilities should be fenced to reduce potential vandalism. The complex will also serve to block unauthorized vehicle use from entering into the Turtle Bay West area. Litter shall be controlled by providing trash receptacles in public use areas and through diligent maintenance of public use areas.

Increased public access along the River's edge is proposed by reshaping the bank slopes along the River; providing overlooks and boardwalks where riparian and other sensitive wildlife habitats occur; and constructing promenades and "urban" edges. A boat-launch ramp is proposed for Turtle Bay East to improve public access.

Regarding the potential impacts of the River trail system, the Technical Appendices to the Conservation and Open Space Element on page 7 states that:

> "All of these arguments are sound (potential fires, noise and dust and an inadequate ability to patrol public trails), but as the City urbanizes, they will become less reasonable because more people will use open space areas regardless of whether there are improved trails."

To mitigate potential increased in public liability, it further states that:

> "A recent amendment to the California Government Code has decreased public agency liabilities for trails to unimproved publicly owned land, and the immunity provision in Government Code Section 831.4 was expanded to cover "dangerous conditions of any paved trail, walkway, path or sidewalk on an easement of way, which has been granted to a public entity to provide access to unimproved property." The immunity provision presumes that cities must take reasonable steps to warn users of any dangerous conditions that may exist on the trails in question.

AESTHETICS

Improvements proposed for the Park Marina Drive Subarea provide for visual attractiveness and include:

Central Harbor. A Central Harbor in Redding Landing, which would involve a reconfiguration of the existing inlet, will function as the central focus of the Redding Landing development. It should be an interesting visual feature in terms of its overall shape and should include different edge treatments that add to the enjoyment of the water.

River Edge Walk/Promenade. A river-edge walk should be developed that is a special feature of the specialty center as well as a link in the overall riverfront/waterfront public-access system.

Harbor Bridge. This bridge should connect the north and south sides of the center to create a continuous pedestrian shopping circuit as well as an exciting vantage point from which to view the center and the River.

Pedestrian Street. A linear and uninterrupted pedestrian street should be developed along the north side of the center. It should form a boundary between the active recreation uses and park areas to the north and the shopping village to the south. It should also incorporate places from which activity within the Small Boat Harbor can be viewed.

Canal. A canal should be developed that provides a flushing flow of water from the Small Boat Harbor through the Central Harbor. Walks should be developed along both sides of the Canal, and pedestrian footbridges should span it at various points to evenly distribute pedestrian circulation and to create additional opportunities for views of both the Small Boat Harbor and the Central Harbor.

Picnic Park. The Picnic Park should be a relatively quiet area that links the more active uses of the Small Boat Harbor, the Cape riverfront trail, and the Redding Landing specialty center. It should be a well-maintained grove containing picnic tables for use by patrons of Redding Landing as well as by the general public.

Strong Visual Relationships. To enhance the orientation of shoppers and its overall physical image, Redding Landing should be planned to incorporate strong visual relationships within the center and between the center and adjacent areas.

Major Pedestrian Entrances. Two major pedestrian entrances should be developed that create a clear sense of arrival at Redding Landing. These entrances should be easily located from the parking areas and driveways adjacent to the center and clearly visible from the major vehicular-access points.

Prestige Riverfront Office Buildings. These buildings should be somewhat separate from the rest of Redding Landing and should be sited within the more naturalized setting that is characteristic of the Fishing Spot park area to the south.

Parking Distribution. Parking should be distributed around the center in a way that minimizes walking distances and does not create the sense of a single, massive parking lot.

Architectural Style and Building Massing. The detailing and overall design of buildings within the center should combine to create an intimate, village scale of development. Whereas the Plan recommends a general architectural form of a "stick" or "shingle" style characteristic of early twentieth century country resorts or civic parks, other styles may also be effective as

long as there is an underlying unifying theme. The placement and configuration of these buildings is crucial to the character of Redding Landing.

Features that these buildings should contain or contribute to are:

Landmark Architectural Feature. An architectural feature, like a clock or bell tower that extends above the rest of the center, should be developed to add to visibility from surrounding roads and bluff areas; it should also provide a major focus for activities and orientation within Redding Landing. This landmark should be in scale with the village character of the rest of the center and be an attractive symbol of Redding Landing and the rest of the Riverfront area. It would be appropriate to locate the largest open space within the center adjacent to the Landmark Feature.

Hierarchy of Outdoor Spaces. Buildings should be configured and sited to create a variety of open spaces ranging from intimate "sidewalk cafe" spaces to a limited number of larger, more public spaces that can accommodate performances, arts and crafts shows, and other attractions.

Associated Features and Details. Lighting, bridges, walkways, fences, and signage should be consistent and in design and scale with the architecture of Redding Landing and adjacent park areas.

Prestige Riverfront Offices. These buildings should be of the same architectural design style as the buildings within Redding Landing and the rest of the Riverfront park areas.

Overall Landscape Treatment. For a more unified and harmonious appearance, plant materials that reflect the Riverfront setting should be used consistently throughout Redding Landing and the adjacent park areas.

Special Landscape Areas. Within Redding Landing, some areas should receive special landscape treatment to highlight the special character of these places.

Landscaped Parking Areas. Parking areas should use shade trees and other plant materials that complement those used throughout the rest of the Riverfront. Shade trees should be densely planted so extensive shade is provided during the summer months. A row of trees and supporting shrubs should be used to visually separate the Redding Landing parking areas from Park Marina Drive and adjacent commercial uses to the west as well as from the park areas to the north and south.

Parking Lot Surfacing. Where economically feasible, parking areas should be surfaced with materials that minimize heat absorption and glare such as turf block or other kind of porous paving.

To avoid conflict with the intent of the above measures, any future discretionary approvals within the entire Plan Area should be subject to architectural site plan and design review as well as approval by the City.

VIEWS AND BUILDING HEIGHTS

Measures for maintaining view corridors include:

1. Buildings shall be allowed only in locations designated on the Land Use Plan of the Specific Plan and only to the height and bulk allowed.

2. Office areas shall have residential-style roof lines.

3. A minimum 15-foot street setback shall be required for office areas.

4. All mechanical equipment shall be screened, and utilities shall be underground.

An additional measure for preserving views and aesthetics could be found by the establishment of a "view corridor" ordinance which would identify and define view planes and include regulations on building height and setbacks along both the River and Park Marina Drive.

Adopting an Architectural Design Review District classification to the Plan Area should serve to more clearly define and monitor views and building characteristics.

The height and bulk of all public and private buildings shall combine to create a unified appearance along the west and east sides of Park Marina Drive.

Building heights on the east side of Park Marina Drive shall be a maximum of 36 feet at the eave of the roof.

Building heights on the west side shall also be limited to 36 feet, except at the golf course site where a single building of 6 stories is allowed (72 feet).

SITE PLANNING

Site planning and design should include the provision for public and private open space. Site planning should include the provision for public access to the River from streets, dedication of right-of-way for a public trail system along the River, and building setbacks from the River. Consideration should also be given to the protection of vistas and scenic corridors, a comprehensive trail system along the River, and unified development of properties in the Plan Area with respect to walkways, lighting, landscaping, circulation, and parking.

Projects should give equal status to the view of the building from the River as from the street and parking area.

New construction should preserve mature trees, the bluffs, the River and backwater, and other features in the landscape that are important to the character of the site and environment, especially when they constitute an important part of views from neighboring buildings or the public street.

Desirable trees should be protected during construction, and landscape planning should be an integral element of the total design. Greenway and site work should provide favorable exterior elevations and views from within. Plant, shrub, and tree species should be appropriate to the climate and location; should provide color, transitions, and seasonal variety; and should attract the eye. Emphasis should be given to energy conservation through shading and low maintenance.

Parking areas should be broken into small areas, have shading by trees, or otherwise be treated to reduce the undesirable visual effects of many parked vehicles. Outdoor displays or seating areas should be screened by low walls, hedges, or plantings.

Landscape features should be an integral part of the building design with emphasis on safety and enhancing views of driveways, pedestrian walkways, and entry and delivery areas. Nighttime views of the building should be considered with lighting designed for both security and architectural effects.

A variety of building shapes and sizes should be used to create interest and character while still maintaining consistency in exterior color and roof lines. Surrounding building heights and sizes should be respected. Attention should be given to all sides of the building.

A clear and consistent design should be used to avoid confusion of forms, colors, materials, and details. Buildings should carry an overall theme for the area. Materials should be appropriate to the intended use and the bulk of the building.

Shapes, colors, materials, and other architectural treatments should be used to define, differentiate, soften, and enliven the built form. The sensitive alteration of colors, materials, and building plans can also produce interest, enhance architectural effects, create pockets of light and shadow, and provide relief from monotonous or uninterrupted expanses of wall.

Roof lines should be visibly angled and of materials that harmonize with the building. Flat roofs should be avoided. Consideration should be given to the views from taller buildings. Roof pitch, texture, and color should be used to complement and enhance the scale of the building and wall materials. Roof forms of existing buildings should be respected if they are consistent with the overall theme.

Windows should be used to allow light and air and a view of the interior rather than to be used as a sign. Openings should be treated as part of the architectural composition and should consider exterior effects, scale harmony, and the climate.

Signs, sign structures, and exterior graphics should be treated as an integral element of the total design. An attempt should be made for harmony and subdued appearance.

Utility connections and mechanical equipment should be concealed with screens and enclosures that are integral elements of the building.

Utility doors, access panels, fire doors, and service entries should be part of the architectural composition and blend with the building or be placed out of view.

If River water is used to supplement the air-conditioning system of a project, then it should also be used to provide at least one decorative-fountain or waterfall effect to be seen from the public right-of-way prior to recycling the water back to the River.

BUILDING SETBACKS

Unless a project is proposed whereby a series of separately owned parcels is to be developed under a comprehensive master plan, the following setbacks shall be required. These projects shall be developed under the Planned Development Zone, and setbacks may vary depending on the use, design, and amenities provided

All buildings shall be set back a minimum of 20 feet from any public street.

On all parcels adjacent to the Sacramento River, all buildings shall be set back a minimum distance from the top of the bank as follows:

1. One-story buildings not exceeding 20 feet--30 feet.

2. Two-story buildings not exceeding 30 feet--40 feet.

3. Three-story buildings not exceeding 40 feet--50 feet.

Minimum setbacks from side property lines shall be as follows:

1. One-story buildings, a minimum of 20 feet.

2. Two-story buildings, a minimum of 25 feet.

3. Three-story buildings, a minimum of 30 feet.

Buildings should not project into or over water-surface areas such as lagoons and lakes subject to flooding from a 100-year flood.

VISUAL CORRIDORS

All building sites within the Plan Area should be developed in a manner which provides visual corridors through the site to the water area consisting of clear corridors amounting to one-fourth of the width of the property. Where side-yard setbacks do not provide sufficient width to meet this requirement, internal corridors or greater side-yard setbacks could also be used.

Where a parcel is immediately adjacent to the Sacramento River, a minimum one-fourth of any building-site width shall be maintained in whole in an open-view corridor with no buildings or other site-obscuring appurtenances excluding landscaping. In these situations, side-yard setbacks may be reduced by one-third the distance stipulated in the recommended minimum setbacks.

No main building shall be located closer to another main building on the same parcel than the following minimum distances:

1. Between one-story buildings, 20 feet.

2. Between one- and two-story buildings, 25 feet.

3. Between two-story buildings, 30 feet.

4. Distances between buildings greater than two stories in height shall be equal to the average height of the two buildings as measured at their highest point above grade.

LANDSCAPING AND WALKWAYS

Twenty percent of the gross building-area site should be landscaped including a minimum ten-foot-wide planter along Park Marina Drive, planting along the River bank designed to minimize erosion, and shade trees in parking areas.

On all properties abutting the River, a minimum 8-foot-wide concrete walkway should be constructed within 20 feet of the top of the bank. The walkway should be designed for public access to and public view of the River and should run the entire width of the property adjacent to the water area. Between the walkway and the top of the bank, a decorative three-foot-high safety fence is to be installed. Prior to issuance of a building permit, a walkway easement covering the walkway and three feet on either side should be deeded to the City.

On all properties abutting lakes, lagoons, or other backwater, a five-foot-wide walkway should be constructed five feet back of the top of the bank.

LAND USE CONSIDERATIONS

Turtle Bay. Siting the museum complex facilities on the Benton Ranch property could reduce conflicts that might arise between two dissimilar uses--parking and traffic. With that, development of a convention-oriented hotel/motel facility could be an alternative land use to be considered in place of the museum facilities in addition to the provision of an exhibit hall.

Once a determination for the placement of museum complex facilities has been made, a parking master plan should be prepared so that there is sufficient parking available for simultaneous events at both the Convention Center and the Posse Grounds.

The City should evaluate the renovation and expansion of the Posse Grounds Arena and the construction of a lightweight-fabric roof structure over the facility similar to the Concord Pavilion in the Bay Area.

Park Marina Drive. The Specific Plan identifies various actions which can be used to develop the Riverfront parkway and proposed gateway uses. A phased program of implementation will require coordination of public and private actions over many years. The City can choose from several implementation strategies as well as a broad range of regulatory, developmental, and financing mechanisms to accomplish these goals. In general terms, the City can follow one or some combination of the following approaches:

> Regulatory Approach. The Specific Plan can serve simply as a General Plan amendment and regulatory document used to regulate decisions regarding land use, intensity, development layout, circulation, and the provision of utilities to developed portions of the Riverfront.
>
> Specific Plan/Redevelopment Plan. Under this approach, the Specific Plan would serve to amend the General Plan as above, but could be expanded to include the legally required elements of a Redevelopment Plan. Given sufficient financial resources, this approach would allow the City to take full control of the development process and fully expedite plan implementation.
>
> Public/Private Joint Action Program. Under this approach, a range of implementation activities, organizational approaches, and development actions would be used (through a series of joint partnership arrangements with or without City redevelopment powers).

Of all the strategies proposed to implement the Specific Plan, the Public/Private Joint Action Program is the ideal approach to pursue; however, it can be the most difficult to accomplish since it takes time and cooperation. Furthermore, the lack of single ownerships can also be a major stumbling block.

The Regulatory Approach, coupled with architectural site-plan and design review can be used to implement certain components of the Specific Plan while the recommended Public/Private Joint Action Program implementation strategy is being formulated. Regardless of the strategy used, development will take time. Therefore, the relocation or removal of existing uses or residences should not be undertaken until the strategy is clearly developed with specific time lines and a financial plan for implementation. Existing and proposed uses within the Plan Area should be subject to architectural site-plan and design review.

CITY OF REDDING RELOCATION POLICY FOR RESIDENTS AND BUSINESSES DISPLACED BY REDEVELOPMENT

If the City were to adopt the Redevelopment Plan approach for implementing the Specific Plan, development could be included in the City's Redevelopment Plan. Under a redevelopment

plan, the City's relocation policy provides adequate measures to assure uniform, fair, and equitable treatment of any persons displaced by a City program.

Financing. The public-sector involvement in the development process has its greatest impact in providing financial incentives and support to the development process. Although the capital requirements of the proposed Riverfront projects are large, the City can be a major factor in leveraging the capital needed to initiate and accomplish project development.

The City can provide initial seed money to launch new projects; it can build needed infrastructure through its General Fund or undertake general obligation bonds to finance major project improvements as well as receive State and Federal grants to increase the capital base of new projects; and it can attract support from banks by providing loan guarantees through locally provided loan insurance or public loan contributions to a Riverfront loan pool.

If the City chooses to create a Riverfront Redevelopment Area, the City can provide tax-increment financing to future phases of the project.

The Specific Plan itself is a powerful vehicle for attracting private-sector investment. The City can use the Specific Plan as a vehicle to promote major developers who have the experience and capability to fund development projects on a scale envisioned by the Plan.

Development Rights Exchange. The key to the recommended strategy is that in the early years, the City may use a development rights trade-off approach within individual project areas to achieve the integrated parkland and development objectives of the Plan. Within each of the implementation project zones, trade-offs are available in which property owners can transfer development rights to desirable development sites in exchange for creation of parkland amenities in areas preferred for public open space. These trade-offs promote optimum land development serving both public and private-sector interests.

Nonconforming Uses. Existing residents, tenants, and landowners who fall into nonconforming use in the Plan Area can be accommodated through relocation assistance, life-estate, and participation options. The City can acquire an option on properties with a right of first refusal. In this way, the City is given the first chance to purchase properties when the landowner chooses to sell.

Development and Participation Agreements. Development agreements can also be used to give both landowner/developer and the City the needed assurances on project decisions. The advantage of a development agreement to the landowner is that it cannot be amended without concurrent approval from both parties.

Participation agreements can also be made. These involve agreements whereby landowners or existing tenants are granted shares of a development corporation which is developing a number of assembled parcels in exchange for land or leases.

Legal Actions - Use of Eminent Domain. Eminent domain and the police power are not likely tools to be used in the proposed land-assembly process for the Riverfront Specific Plan. Instead, the process relies on development-rights-transfer and trading programs supported by negotiations between property owners and the City. However, a "friendly" condemnation may occur with the consent of the landowner, creating a financially favorable land deal.

The Specific Plan suggests an action for public involvement for the long-term planning of the Park Marina Drive area and recommends the City, existing property owners, lessees, and tenants form a nonprofit development corporation for Park Marina Drive, which would

organize the corporation around the target geographic area, receive grants, administer projects, and engage in joint venture with private development corporations.

TRAFFIC AND CIRCULATION

By implementation, the Specific Plan itself is a form of mitigation in that it generates 5,390 less Average Daily Trips (ADT's) than the existing zoning. Other improvements to traffic circulation include:

Intersection Improvements. Realign the intersection of Park Marina Drive and Locust Avenue to form a "T" for safer and more efficient travel. Redesign the intersection of Park Marina Drive and Washington Avenue.

Athens Avenue/Locust Street Entrance. Reconstruct these major roads as a boulevard entrance to the Riverfront with street trees and sidewalk improvements.

Shared Parking. Maximize shared parking between office, retail and recreation use at the Redding Landing specialty center, and recreation and office use at the Golf Course site.

Turtle Bay East Access. Limit access to Turtle Bay East to the Bechelli Lane extension only. The existing road will need to be extended to future recreational-use areas.

Auditorium Drive/Highway 299 Interchange. Improvements at the interchange should include widening the Auditorium Drive highway overcrossing to four lanes, the extension of Auditorium Drive to Market Street, lane additions, and the widening of the westerly off ramp.

In order to implement the above improvements, an assessment district should be established by the City or a traffic-impact fee imposed as a condition of project approval.

In the Park Marina Drive area, the intersection of Locust Street and Park Marina Drive should be realigned. Evaluation of the Parkview Avenue and Park Marina Drive intersection and how this intersection impacts the future Parkview Bridge should be undertaken. The intersection of Athens Avenue with Park Marina Drive could be closed.

To minimize the impacts on traffic direction, primary driveways on the east side of Park Marina Drive should be aligned with the existing streets on the west side. Parking should be continued to be prohibited on Park Marina Drive. Secondary driveways should be oriented to the primary driveways and when accessing Park Marina Drive should be spaced a minimum of 100 to 200 feet between each other with left turns prohibited.

BRIDGE LOCATION

A specific bridge-site study should be prepared if it is determined that an Auditorium Drive bridge can be financed.

Archaeology. As identified, archaeological sites are located west of the mouth of Sulphur Creek. Therefore, adequate mitigation measures should be provided for any site which may be encountered, disturbed, or destroyed due to the location of the bridge.

Fisheries. Construction of a bridge crossing shall require that the contractor meet California State Fish and Game requirements so that there will be no detrimental impact on the fisheries. As a mitigation measure, the City shall consider working with the California Department of Fish and Game to identify, fund, and provide spawning gravels' enhancement so that "no net loss" of spawning gravels will occur.

Water Quality. Contractors should be required to perform their work in a manner that will minimize turbidity. The water quality standards (objectives) of the California Regional Water Quality Control Board shall be met. Deleterious materials such as cement, oil, etc., will be kept out of the River during construction.

Bridge Mitigations. The bridge should be designed to minimize river-pier construction where the design affords passage of flood flows with minimal or no obstructions other than the minimum necessary piers in the River. If piers are constructed in the River, they should be constructed inside of sheet-piled coffer dams. This work should be done in conformance with the requirements of the Department of Fish and Game, U. S. Army Corps of Engineers, U. S. Bureau of Reclamation, State Reclamation Board, and the Regional Water Quality Control Board-Central Valley Region.

If pier construction occurs in the River, the working platform will be a temporary timber material that will be removed from the River. The working platform will not be in the River during the winter flood period. The contractor will be required to provide adequate openings in falsework during construction to ensure safe passage of small crafts.

Appendix G

REDDING RIVERFRONT PLAN

Environmental Review
Significant Impacts and Findings

Final Environmental Impact Report EIR-1-88 was found to be adequate by the Redding Planning Commission in July 1989.

The Final Environmental Impact Report does not identify any significant impacts that cannot be mitigated. Principal areas of concern identified in the EIR are impacts on riparian habitat and potential water quality impacts which could affect fisheries. At this stage, however, no significant impacts have been identified. A summary of potential impacts and mitigations is on pages 26 through 36 of the Final EIR.

Because several parts of the Redding Riverfront Plan are conceptual, the EIR is written as a Program EIR. A Program EIR is an EIR that is prepared on a series of actions that can be characterized as one large project and are related geographically or are a logical part in a chain of contemplated actions. As a Program EIR, certain issues may be identified that require further information before making a final environmental determination for those parts of the project. Projects that will need further environmental review when more information is available include the following:

Museum Complex--use of River water for such facilities as a logging pond or River model
Bridge Location--impact on fisheries
Connection of Lakes and Ponds--water quality/fisheries
Harbor Development--water quality/fisheries
Conversion of Golf Course to Office--aesthetic impacts

At the time specific development proposals are considered in the above listed areas, a Supplement to EIR-1-88 may have to be prepared depending on the nature and scope of the proposed project.

In adopting the Riverfront Plan, the Redding City Council should find that changes, alterations, or mitigations have been required in or incorporated into the project which avoid or substantially lessen the potential significant environmental effects identified in the Final EIR on pages 26 through 36.

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Appendix H

CHAPTER 18.39

"DR" DESIGN REVIEW COMBINING DISTRICT

Sections:

18.39.000 Purpose
18.39.010 Scope of Design Review
18.39.020 Generally
18.39.030 Design Review Board
18.39.040 Duties
18.39.050 Permits
18.39.060 Design Guidelines
18.39.070 Rules and Regulations
18.39.080 Procedure
18.39.090 Appeals
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18.39.150 Lapse of Design Approval or Sign Approval
18.39.160 Revocation
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18.39.190 Exceptions
18.39.200 Areas Subject to Design Review
18.39.210 Redding Riverfront Specific Plan
18.39.220 Redding Municipal Airport Area Plan

18.39 Design Review (DR) District

18.39.000 Purpose

A. To implement the goals and policies of any applicable specific or area plan.

B. To ensure that new development and/or the alteration or enlargement of existing development occurs in a manner which is consistent with the policies of the General Plan.

C. To preserve the natural beauty of the community and setting; to prevent the indiscriminate clearing of property, and the destruction of trees and natural vegetation and the excessive and unsightly grading of hillsides; and to preserve natural landform and ridge lines.

D. To ensure that the location and configuration of structures are visually harmonious with their sites and with surrounding sites and structures; that they do not unnecessarily block scenic views from other buildings or tend to dominate the townscape or the natural landscape; and that they create an internal sense of order and provide a desirable environment for occupants, visitors, and the general community.

E. To ensure that the architectural design of structures and their materials and colors are visually harmonious with surrounding development, natural landform and vegetation; are appropriate to the function of the project; and promote harmonious transitions between different land uses.

F. To ensure that new development is compatible with future development both on and off the site.

G. To ensure that plans for the landscaping of open spaces conform with the requirements of this title and that they provide visually pleasing settings for structures on the site and on adjoining and nearby sites, blend harmoniously with the natural landscape, and are appropriate to the design and function of the structures.

H. To ensure that the design and location of signs and their material and colors are consistent with the character and scale of the buildings to which they are attached or which are located on the same site and to ensure that signs are visually harmonious with surrounding development.

I. To encourage the maintenance, rehabilitation, and improvement of existing buildings and structures and to encourage the conformance of all signs with this title.

J. To ensure that access to the property and circulation thereon are safe and convenient for pedestrians, cyclists, and vehicles. (Ord. 716, Sec. 3 (part), 1983; Ord. 661).

18.39.010 Scope of Design Review

Where design review is prescribed for a use or structure by the district regulations, review and approval shall be directed to the following considerations:

A. The proposed location of the structure on its site in relation to the location of buildings on adjoining sites with particular attention to view considerations, privacy, and topographic or other constraints on development imposed by particular site conditions.

B. The extent to which the site plan attains the minimum amount of grading and/or removal of trees and vegetation in creating a building site, including access drives and off-street parking areas.

C. The size or bulk of the proposed building in relation to the character of existing buildings in the vicinity.

D. Details of proposed site plan, architectural, and landscaping treatment to ensure that while originality in site planning, architecture, landscaping, and graphic design are not suppressed, ugly, inharmonious, or monotonous design is avoided. Review shall include exterior design, materials, texture, colors, illuminations, signing, and landscaping, but need not consider elements of the design that are not visible beyond the boundaries of the site.

E. Improvements to existing buildings and site features on the same site.

F. Details of design required to achieve the purposes of this title.

G. Compliance with objectives, policies, or standards of any specific plan adopted by the City Council.

18.39.020 Generally

The "DR" District shall be subject to the provisions of Chapter 18.50 through 18.62 and Chapter 16.32 as well as to all other provisions of this title not in conflict with the specific provisions applicable to the District.

18.39.030 Design Review Board

A Design Review Board is hereby established for the purpose of reviewing the design, layout, and other features of proposed development in keeping with the intent and purposes set forth in Section 18.39.010. The Design Review Board shall consist of the following members appointed by the City Council:

Two architects
One engineer
One contractor
One member of the Planning Commission

The term of each member shall be for four years. Initially, two members shall be appointed for two-year terms and three members shall be appointed for four-year terms.

18.39.040 Duties

The duties of the Design Review Board shall be to review all new construction, building additions, or exterior remodels proposed within the "DR" District.

18.39.050 Permits

Prior to the issuance of any permit for construction, erection, or exterior alteration of any building, structure, or sign, a use permit shall be first obtained to review the conformance of the project to the Redding General Plan, to any area or any applicable specific plan, and to approve, deny, or conditionally approve the design and layout of the project in keeping with the goals and policies of any specific or area plan and any design guidelines established for the area.

18.39.060 Design Guidelines

The Design Review Board shall establish design review guidelines for any area zoned "DR" where such guidelines have not been established by a specific or area plan. Said guidelines shall be approved by the Planning Commission and adopted by Resolution of the City Council.

18.39.070 Rules and Regulations

The Design Review Board shall follow the same rules and regulations for the transaction of business, conduct of meetings, and related matters as does the Planning Commission. Meetings shall be scheduled as needed to review proposed projects.

18.39.080 Procedure

Projects requiring design review shall be processed as follows:

A. Submittal of application.

B. Determination if application is complete.

C. Submittal to Board of Administrative Review or Planning Commission for environmental determination and General Plan consistency

D. Submittal to Board of Administrative Review or Planning Commission for approval, conditional approval, or denial. All approvals will be subject to design approval by the Design Review Board.

E. Submittal to Design Review Board for design approval.

18.39.090 Appeals

Any action of the Design Review Board may be appealed to the Planning Commission subject to paying a fee in an amount established by Resolution of the City Council within ten days of Board action. Appeals shall be processed as per Section 18.70.060.

18.39.100 Applications

All applications for permits as required by this chapter shall be in writing filed in the office of the Community Development Department and upon a form prescribed by and furnished by the Community Development Department. The application shall contain the name and address of the applicant, the owner of the land, a description of the property involved, street address, the reasons for filing of the application, a description of the project to be undertaken, and other information as required by the Community Development Director to which the application pertains.

18.39.110 Required Data

Any application required by this chapter shall be accompanied by copies, in a quantity as required by the Community Development Director, of site plans, diagrams, photographs, materials, or other presentation material as may be necessary for complete review and consideration of the proposed development. Plans shall be drawn to scale of a size as required by the Community Development Director and shall indicate the following data where applicable:

A. A reproducible site plan as approved by the Planning Commission or Board of Administrative Review that depicts the following:

1. Property lines.

2. Existing features on the site <u>and</u> off-site features within 50 feet of the site boundaries, including structures, roads, trees, plant life, streambeds, rock outcroppings, or other significant natural features.

3. Proposed buildings with dimensions.

4. Proposed roads, walks, and paths.

5. A grading plan showing finished grade on the site and adjoining sites at the property lines in comparison with the existing grade.

6. Location, number of spaces, and dimensions of off-street parking.

7. Pedestrian, vehicular and service ingress and egress, and driveway widths.

8. Setbacks.

9. Street dedications and improvements.

10. Location, height, and design of all fences or walls.

11. Open space use and landscaped areas.

B. Plans showing the proposed building design that include the following items:

1. All elevations of each building and composite elevation from street if multiple buildings are proposed.

2. Color renderings, if necessary.

3. Perspective drawings to show relationship after development of the building(s) to off-site features.

4. The kinds and finishes of all the materials to be applied to the exterior surfaces of the proposed structure, walls, or additions.

5. The natural colors of the materials to be applied and the colors of any paint or manufactured product on the exterior of the structure, walls, or additions.

6. The lighting to be applied to the exterior wall surfaces or to be used for walkways, drives, and parking lots, and the light cast by the building's interior, its signs, etc., which is visible from adjacent or neighboring properties.

7. All identifications and direction signs and graphics visible from the exterior of a proposed structure.

8. All art work, sculpture, fountains, and other ornamental or decorative features visible from surrounding properties.

9. All provisions for a design of the following appurtenances if visible from the exterior:

a. Utility lines, meters, boxes.

b. Refuse, storage, and pick-up areas.

c. Stairs, ramps.

d. Flues, chimneys, exhaust fans.

e. Sun shades, awnings, louvers.

f. Balconies.

g. Mechanical equipment visible from the exterior.

h. Penthouses.

i. Loading docks.

j. Downspouts.

k. Antennas.

10. Landscaping. Plans showing proposed landscaped areas and general descriptions of landscaping to be installed, together with a layout of the irrigation system and the manner by which the landscaping will be maintained. (Detailed landscape plans shall be submitted and approved prior to framing inspection.)

11. Other such data as may be required to permit the Design Review Board to make the required findings.

18.39.120 Application Fee

Application fees for projects subject to design review shall be established by Resolution of the City Council.

18.39.130 Approvals

At the conclusion of the review of a design review plan and/or site plan, the Design Review Board shall make written findings of the essential facts required by Section 18.39.010. If the Design Review Board cannot make the above necessary findings, the design review plan and/or site plan shall be denied. A copy of the decision and findings shall be mailed within 14 days by the Community Development Director to the applicant and forwarded to such other persons as shall so request in writing, and a copy shall be kept on file with the Community Development Department. The decision of the Design Review Board shall be final, unless appealed. A design review approval shall become effective upon the expiration of ten days following the Design Review Board's action, unless appeal has been made to the Planning Commission.

18.39.140 Notice

Notice for consideration of design review applications shall be the same as notice for use permits.

18.39.150 Lapse of Design Approval or Sign Approval

Design review approval shall lapse and become null and void one year following the date on which the approval became effective unless, prior to the expiration, a building permit is issued and construction is commenced and diligently pursued toward completion on the site which was the subject of the application, or a certificate of occupancy is issued for the structure which was the subject of the application, or a sign permit has been issued for the sign which was the subject of the application.

At its option, the Design Review Board may grant design approval for not to exceed two years from its effective date in those cases wherein the anticipated time for site preparation will exceed one year. This longer period is subject to a valid use permit's being in existence.

Design or sign approval may be renewed for an additional period of one year provided that prior to the expiration of one or two years, as the case may be, from the date when the original approval became effective, an application for renewal of the approval is filed with the Community Development Director. The Design Review Board may grant an extension of the

approval for a period not exceeding one year where no change in conditions or requirements has occurred, but an application involving any change shall be treated as a new application subject to all provisions of this chapter.

18.39.160 Revocation

A design or sign approval granted subject to a condition or conditions shall be revoked by the Planning Commission if the condition or conditions are not complied with provided that the Planning Commission shall hold a public hearing on the revocation.

18.39.170 Enforcement

Violation of a design or sign approval or of any required conditions constitutes a violation of this ordinance.

18.39.180 New Application

Following denial or revocation of a design review or sign application, an application for the same, or substantially the same, design or sign shall not be filed within one year of the date of denial or revocation of the design or sign unless the denial or revocation is made without prejudice.

18.39.190 Exceptions

In any area of the City subject to design review, the following are excepted from design review:

A. The maintenance of lawful, preexisting signs.

B. The repair and maintenance of any preexisting building or structure that does not involve expansion, change of color or exterior materials from the original building, or new exterior construction.

C. Modifications to single-family homes that do not include the addition of gross square footage.

D. An addition to a single-family home, provided the addition utilizes the same exterior materials as exist on the existing structure and does not result in increasing the size of the structure by more than 200 square feet.

E. Fences, railings, or walls less than 43 inches in height.

F. Replacement of defective mechanical equipment existing on the outside of any structure.

G. Temporary uses as defined by the City Code which do not involve any permanent construction and which shall be removed within 30 days from placement on the property.

H. Goods or products approved by use permit for outdoor sales, display, or seasonal storage, provided such goods or products are kept within an area approved for outdoor display or storage.

For all other uses and structures, design review approval as described in this chapter shall be required to construct or move a structure on any building site; to enlarge, remodel, or otherwise alter the exterior of any existing structure; or alter any landscaping or site plan

previously required pursuant to any permit; to erect any sign; or to establish a new use or a major alteration or enlargement of an existing use.

18.39.200 Areas Subject to Design Review

Areas subject to design review are shown on the City's zoning map by the addition of a "DR" designation as a combining district to the basic zoning of a parcel or geographic area. In addition, specific or area plans that require design review as a condition of building or land use approval shall be identified in this chapter.

18.39.210 Redding Riverfront Specific Plan

Building uses within the boundaries of the Redding Riverfront Specific Plan are subject to this chapter in order to protect the public interest in the scenic values of the Sacramento River, its banks, the visual relationship between the River and adjacent properties and streets, and the stability of land values. It is intended that these regulations promote development designed to establish an open character with buildings well spaced and oriented with respect to views both to and from the River and to promote pedestrian access to and along the riverbank on both public and private property subject to the provisions of the Specific Plan.

18.39.220 Redding Municipal Airport Area Plan

Land and uses within the boundaries of the Redding Municipal Airport Area Plan are subject to this chapter in order to achieve higher design standard, protect property values, and create an attractive gateway to the community in accordance with Policies 4(a) and 4(b) of the Redding Municipal Airport Area Plan.

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